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ABSTRACT

To increase understanding of teacher staff development in the United States, a research study of staff development programs and their associated costs was undertaken in three large urban school districts. These districts were selected as having, respectively, high, medium and low apparent levels of staff development activity. The study was designed primarily to construct a method for analyzing staff development programs in other school districts with a focus on organizational routines and related costs. Data were collected through interviews with school district personnel and through examination of pertinent documents. From the information collected, descriptions, analyses, and comparisons of the three school districts were made in terms of: numbers of teachers and pupils; education expenditures and funding sources; organizational structure; staff development activities at central office, district, and school levels; teacher participation in staff development; and staff development expenditures. Analysis showed that patterns of actual staff development activity and resource allocation contradicted conventional ideas of how staff development is conducted. A major conclusion was that the weak political position of staff development and the organizational dynamics of school districts make unlikely any substantial reforms of actual staff development practices in the near future. (Author/MJL)

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MAKING SENSE OF STAFF DEVELOPMENT: AN ANALYSIS OF STAFF DEVELOPMENT PROGRAMS AND THEIR COSTS IN THREE URBAN SCHOOL DISTRICTS

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Naturally the analysis and conclusions presented are the responsibility of the authors, and they do not necessarily reflect the views of the National Institute of Education or The Ford Foundation.

Arthur A. Hyde
Donald R. Moore

TABLE OF CONTENTS

ABSTRACT 4

SECTION 1. STUDY RATIONALE 6

Defining Staff Development 6
Research and Evaluation of Staff Development 9
Four Models of Educational Systems Employed in the Study 10
The Costs of Staff Development Merit Careful Analysis 13

SECTION 2. RESEARCH METHODOLOGY 14

Design Considerations 14
Site Selection 18
Conducting the Studies in the Three School Districts 19

SECTION 3. OVERVIEW OF SCHOOL DISTRICT CHARACTERISTICS AND EXPENDITURES 27

General Description of the Three School Districts 27
Staff Development Costs 32
Organization of Findings in the Report 32

SECTION 4. ORGANIZATIONAL STRUCTURE OF THE THREE DISTRICTS AND STAFF DEVELOPMENT PROGRAMS CONDUCTED BY CENTRAL OFFICE STAFF 34

Organizational Structure and Dispersed Staff Development Programs 34
Staff Development Activities of Central Office Staffs 38
Comparing Extent of Staff Development Conducted by the Central Office Staff 51
General Patterns of Staff Development Activities Conducted by Central Office Staff 53

SECTION 5. TEACHER PARTICIPATION IN SCHOOL-BASED AND DISTRICT-WIDE STAFF DEVELOPMENT ACTIVITIES 56

Four Types of Teacher Time 56
School-Level Staff Development Activities 57
Estimating Teacher Participation in Staff Development Activities 58
Comparing the Extent of Teacher Participation in Staff Development 73
Patterns of Teacher Participation in School-Based vs. District-Wide Activities 79

SECTION 6. INCENTIVES FOR TEACHERS TO PARTICIPATE IN STAFF DEVELOPMENT *81*

Four Monetary Incentives *81*
Analysis of Salary Increase Systems *85*
Summary *91*

SECTION 7. ANALYSIS OF MAJOR STAFF DEVELOPMENT EXPENDITURES AND THEIR FUNDING SOURCES *93*

Ten Major Staff Development Expenditures *93*
Funding Sources for Staff Development Expenditures *96*

SECTION 8. INTERPRETATION AND IMPLICATIONS FOR POLICY AND RESEARCH *104*

Some Important Characteristics of Staff Development Activity *105*
Three Important Components of Staff Development Activity *113*
Limited Support for Substantial Changes in Staff Development *118*
Some Short-Term Prospects *123*

NOTES *127*

REVIEWS OF MAKING SENSE OF STAFF DEVELOPMENT COMMISSIONED BY THE NATIONAL INSTITUTE OF EDUCATION *129*

ABSTRACT

This research study analyzes teacher staff development programs and their costs in three large urban school districts. Activities of the school districts studied were classified as staff development if intended to prepare teachers for improved performance, and all costs of these activities were considered staff development costs, even if they were part of the school district's "regular" budget.

The school districts studied were selected through a survey of school districts serving the 75 largest U. S. cities, and they were chosen because they were respectively high, medium, and low in their apparent level of staff development activity. Because the literature contains little research and analysis concerning the realities of staff development practice, the study was designed to provide a basic overview of these realities and was intended to suggest directions for subsequent research and for policy analysis.

The study revealed patterns of staff development activity and resource allocation that contradicted conventional wisdom about how staff development is conducted. In all three districts, the actual costs of staff development were fifty times more than most school district staffs estimated. These significant costs resulted partly from the "hidden cost" of teacher and administrator time for staff development activity -- time that was seen by school district staff as part of the school district's regular budget. Another factor obscuring the extent of staff development activity was that responsibility for staff development in each district was dispersed among a large number of people and departments. Middle level managers controlled largely autonomous activities, and few attempts were made to coordinate staff development among these diverse actors. Frequently staff development leaders were unaware of the activities of their colleagues, even when these activities placed demands of time and energy on the same teachers. In general, offices designated to coordinate staff development played a minor role in this swirl of activity.

Staff development activities in each district had accumulated over time, often in response to other factors (federal funding opportunities, fund cutbacks, organizational politics, teacher contract negotiations, etc.). Thus, the nature of staff development activity in each district was not primarily the result of conscious policy, although marked differences in practice were apparent across the three districts. One major difference was the extent to which school-based staff development was encouraged (as opposed to staff development entirely controlled by central office administrators). The report analyzes factors that encourage or discourage such school-based activity.

Another marked difference was in the use of four monetary incentives for teachers to participate in staff development: substitute release time, stipends, sabbaticals, and salary increases for completing educational courses and workshops. One district relied heavily on salary increases for educational coursework. Another relied heavily on stipends to encourage teacher participation. In particular schools, a high level of participation in staff development occurred during salaried work time. The report analyzes the reasons for and implications of various monetary schemes to support staff development.

After reviewing patterns identified in the three school districts, the report discusses resulting research and policy implications. One major conclusion is that the weak political position of staff development and the organizational dynamics of school districts make substantial reforms of actual staff development practice unlikely in the near future.

SECTION 1. STUDY RATIONALE

Under the sponsorship of The Ford Foundation, Designs for Change carried out this research study of staff development programs and their associated costs in three large urban school districts.

In reviewing relevant research literature and in conducting pilot fieldwork, we reached several key conclusions about the design of the study:

- There are several distinct traditions of staff development practice. Thus, we have employed a broad definition of staff development that helps us identify all activities within a school district intended to prepare staff members for improved performance in present or possible future roles.
- Little research or evaluation has been conducted concerning staff development, and there are no compelling research findings about what constitutes effective staff development. Given this limited knowledge base, we concluded that a study documenting the nature and extent of staff development activities in a representative group of school districts would constitute an important contribution to the understanding of staff development.
- Four organizational models of the educational system can help us understand the dynamics that shape staff development activity: the systems management model, the organization development model, the organizational patterns model, and the conflict and bargaining model. We have drawn from each of these four models in designing this study and interpreting the data.
- Analyzing the costs of staff development is an effective way to understand its actual configuration. Further, staff development costs are a critical policy issue, given the financial constraints that school districts now experience. Thus, we have developed methods for analyzing the costs of staff development activities.

Defining Staff Development

Historically, definitions of "staff development" (or "inservice education") have varied markedly. Various traditions of staff development practice generate distinct types of inservice activities, which often exist side-by-side in a school district. We have identified six such traditions of practice, described briefly below.

Six Traditions of Practice

1. Teacher Education. For many years, colleges and universities have carried out teacher education programs. University faculty members have traditionally concentrated on preservice teacher education programs, while offering graduate courses to experienced school teachers. Recently, universities have placed greater emphasis on working with experienced teachers, often moving the site of inservice experiences from the university to the school district. However, the characteristics of university course work have been largely preserved despite these changes in location.

2. School District Inservice. While school district inservice varies considerably among school districts, it has traditionally consisted of workshops offered on certain specified days each year, as prescribed by either the state or the school district. More recently, some school districts have also established inservice courses and workshops for teachers that are modeled on inservice education courses offered by colleges and universities.

Usually school district curriculum specialists (sometimes using outside consultants) plan and conduct these inservice sessions for teachers. These sessions are frequently focused on specific subject areas and aimed at large groups of teachers (e.g., all high school social studies teachers in the district). They are often related to the introduction of new curricula.

Little attention in the literature on staff development has been paid to school district inservice programs.[1]

3. Supervision. It has long been recognized that the supervision of teachers by principals, curriculum specialists, and the like provides an opportunity for staff development. Dominant theory about supervision has undergone a change in the last two decades, from an emphasis on inspection and evaluation to an emphasis on helping teachers analyze instruction and supporting teachers in improving their teaching performance. Common formats for this assistance have included observation of individual teachers in the classroom, departmental meetings in individual schools or across schools, and formal workshops.

4. Mandated Changes. This relatively recent tradition concentrates on the implementation of educational changes mandated by courts, state

governments, or the federal government. Such staff development experiences are frequently related to enhancing equal educational opportunity for racial minorities, ethnic minorities, low-income children, handicapped children, or females. Human relations training as part of school desegregation and training in the development of individual educational plans for handicapped children are examples of this tradition of staff development practice.[2]

This type of staff development most frequently consists of workshops and on-site consultation. Such assistance is frequently provided by central office departments set up specifically to deal with a particular aspect of educational equity (e.g., an office of bilingual education).

Although this form of staff development has increased rapidly, little has been written about it as a general phenomenon.

5. Teacher Centers and Advisories. Teacher centers and advisories grew initially out of the effort to implement open education in elementary schools. They have attempted to apply the same philosophy to teacher staff development that they espouse for student learning: an emphasis on teacher choice and voluntarism and on learning by doing.

Several distinct approaches have evolved within this tradition of practice. One approach emphasizes establishing a place -- a teacher center -- where teachers can come voluntarily to make learning materials, participate in workshops, and talk with other teachers. Another approach emphasizes the need for skilled advisors to work in the classroom with teachers.

6. Organization Development/Sociology of Organization. Many of the traditions of staff development practice discussed above place primary emphasis on the growth of the individual teacher and ignore or downplay the importance of the social context in shaping the possibilities for individual teachers to change.

More recently, conceptions of inservice have been broadened to take into account the impact of the social organization of schools and school districts. For example, a recently influential conception of staff development that emphasizes the importance of organizational context is derived from the Rand Corporation's change agent study. The authors argue that "the study moves away from a traditional view of staff development as a concern about the governance, financing, staffing, delivery, and reward structures for 'those workshops' or as a problem of technology transfer.

Instead, the Rand study emphasizes learning for professionals as part of ongoing program building in an organizational context."[3]

Attempts to implement an organization-focused approach to staff development have been made, for instance, by the Teacher Corps and by Individually Guided Education.[4]

A Pragmatic Definition of Staff Development

Given the varied traditions of staff development practice discussed above, we wanted to employ a basic working definition that was broad enough to encompass all the activities being carried out in local school districts that could be considered staff development. Thus, for the purposes of the research, we adopted a pragmatic definition of staff development, as follows:

> any school district activity that is intended partly or primarily to prepare paid staff members for improved performance in present or possible future roles in the school district.

This definition allowed us to look at the staff development activities initiated by the central office staff of the school districts; the activities initiated by principals, teachers, and others at the local school buildings; the activities, workshops, courses, and any other programs involving colleges and universities with district teachers; as well as special advisory and teacher center projects. In Section 2 on research methods, we will discuss the limits of this definition in its application during our research.

Research and Evaluation of Staff Development

We have identified a number of reviews of the literature on staff development, including reviews of staff development research and evaluation studies.

The major theme of these articles is that staff development is poorly conceptualized and that very little competent research has been done about it. A general literature review conducted by the National Education Association comments on the disorganized nature of writing about staff development:

> Obviously there is a multitude of concerns being treated in inservice education programs. That fact is a plus. The reports will certainly help anyone looking for ideas. On the other hand, the reports reflect a disarray, a hodgepodge.

> In most programs little attention is given to formulating a comprehensive concept of inservice education. Too often, objectives are narrow and unrelated to a larger purpose or rationale. The bulk of the programs are of short duration and attack a single topic.... The approach is piecemeal. And the result is patchwork.[5]

Others echo these observations. A similar review of reports on staff development, commissioned by the Teacher Corps, concluded "only a handful are of a higher order of generality" and "only a few deal with a review of literature or reserach."[6] MacDonald summarized the status of research and evaluation concerning staff development by saying that he had found "practically no evaluation data on inservice programs."[7]

Given the consensus of these major review articles in pointing out the dearth of empirical information about staff development and noting the strongly prescriptive nature of most writing about staff development, we felt that it was both necessary and important to conduct a descriptive study that would document the extent and nature of staff development experiences actually being carried out in a representative group of large urban school districts. We have used cost analysis as a major tool in pursuing this objective, because the expenditure of money is a good indicator of where effort is actually being concentrated.

In conducting a descriptive study, we did not take on the task of assessing the quality of specific staff development experiences. We hope that the present study can help provide an understanding of the overall configuration and context of staff development that will make possible more focused evaluations of specific staff development efforts.

Four Models of Educational Systems Employed in the Study

As stated above, thinking about staff development has been dominated by a focus on the individual teacher. However, our own research and the research of others about how educational systems implement change convinced us of the need for a systemic approach to the analysis of staff development.[8]

There is no single overarching model for the functioning of complex social systems that is generally accepted by social scientists. There are, however, various competing models, each of which calls attention to a

different aspect of social systems being studied. Allison, Elmore, and others[9] have suggested that these models can be applied successively to build a more complete understanding of a particular social system, such as a school district. This strategy has been pursued in our study of staff development.

The four models that we have employed are: the systems management model, the organization development model, the organizational patterns model, and the conflict and bargaining model. Each model is, in varying degrees, an effort to describe how social systems actually function (a descriptive model) and an effort to describe how they should function (a normative model). Below, we describe each model briefly and highlight some ways in which it shaped our research strategy. This analysis draws especially on Elmore's description of the four models, cited above.

1. The systems management model emphasizes the hierarchical structure and goal-directed behavior of organizations. It calls attention to a school district's effort to define educational objectives and related programs and to carry them out through a chain of command that stretches from the school board and school superintendent to the local classroom. Following the systems management model in the study, we have systematically traced the structure of the central administration and local schools in each school district, seeking to identify and understand all activities carried out by various formal units within the school district that fit our definition of staff development.

However, the systems management model is, by itself, inadequate to explain the behavior we observe in school districts, so we turn to alternative models to enrich our understanding.

2. The organization development model emphasizes the extent to which teachers responsible for implementing new programs and learning new methods are involved in adopting those changes and in deciding how they will be implemented. Contradicting the advocates of strong top leadership exercising careful control of the activities of subordinates, proponents of organization development assert that "the best organizational structure is one that minimizes hierarchical control and distributes responsibility for decisions among all levels of the organization.... The central problem of implementation is not whether implementators conform to prescribed policy, but whether the

implementation process results in consensus on goals, individual autonomy, and commitment to policy on the part of those who must carry it out."[10]

Drawing on the organization development model, we have made it a key focus of our research to identify those persons who make the decisions in planning staff development experiences and in carrying them out.

However, we are also cognizant of some serious limitations of the organization development model as either a descriptive or a normative model. For example, both our own research concerning public schools and the research of others indicate that increased participation in decision making does not necessarily lead to improvements in the quality of services to children.[11] Thus, we turn to two other models for additional conceptual tools in understanding local school districts as organizations.

3. The organization patterns model is largely descriptive, viewing organizational behavior in terms of "irreducible discretion exercised by individual workers in their day-to-day decisions and the operating routines that they develop to maintain and enhance their position in the organization.... power in organizations tends to be fragmented and dispersed among small units exercising relatively strong control over specific tasks within their sphere of authority."[12]

This model has proven the most useful of the four for the purposes of the study. We found it productive to focus on the organizational routines through which staff development is carried out as a basic unit of our analysis (e.g., we analyzed such routines as conducting departmental workshops on annual inservice days and advising teachers in classroom visits about how to teach reading).

Further, the concepts of fragmentation and discretion, which are highlighted by the organizational patterns model, fit well with our data from the pilot investigation and became critical in subsequent analysis.

4. The conflict and bargaining model views organizations as bargaining coalitions in which "individuals and subunits with specific interests compete for relative advantage in the exercise of power and the allocation of scarce resources."[13] In the study, the conflict and bargaining model focused attention on the ways that various interest groups affected by staff development (teachers' unions, central office administrators, school board factions,

parents) viewed staff development as an avenue for enhancing their power or obtaining additional resources (e.g., in vying for control over a new staff development effort related to school desegregation or in contesting the procedures by which teachers would receive salary increases for participating in college degree programs).

Thus, we have taken elements from each of the four models both in designing the study and in interpreting the resulting data -- as will be spelled out in subsequent sections.

The Costs of Staff Development Merit Careful Analysis

There are two major reasons that it is important to study the costs of staff development. First, identifying patterns of expenditure is a telling way to understand the real priorities of an organization.

Second, school districts are facing financial stress caused by declining enrollments, inflation, and increasing personnel costs.[14] If new staff development programs are going to be carried out in financially pressed school districts, it will be essential to understand the costs of both present and planned programs.

Thus, after identifying the organizational routines that fit our definition of staff development, we have analyzed the costs of carrying out these activities.

In Section 2, the reader will see how the key ideas derived from the literature review and pilot fieldwork were incorporated into the design of the study.

SECTION 2. RESEARCH METHODOLOGY

Design Considerations

Our initial purpose in investigating staff development programs and their costs was to construct a method for educators and citizens to use in analyzing the staff development programs in their own school districts. In the resulting handbook (Rethinking Staff Development), we have explained this methodology in great detail, so that educators or citizens, with some help from a cost accountant, could conduct a similar investigation.[15] The reader who is interested in replicating our methods should consult this handbook. In this section, we have provided an overview of the important points of the research methodology.

Of course, the implementation of the study plan did not unfold as smoothly as the steps described below might indicate. Because of our past experiences in studying complex organizations, we were not surprised to find in the three school districts pronounced differences in organizational structure and in the quality of programs and financial records that required adjustments in our plans. However, the overall description below accurately reflects the major research steps employed in the three school districts, although we have not described details of the adjustments that were necessary to deal with specific problems along the way.

An Operational Definition of Staff Development

As explained in Section 1, we decided it was essential to adopt a very clear operational definition of staff development to apply to the three school districts, since the school people themselves would probably hold to quite varied definitions even within the same district. We did not want to limit our investigation only to

those activities that individual school people customarily called staff development. Thus, we defined staff development as:

> any school district activity that is intended partly or primarily to prepare paid staff members for improved performance in present or possible future roles in the school district.

Several objections might be raised to this definition. First, some of the activities (or organizational routines) that fit our definition satisfy more than one objective of the school district. For example, the work of curriculum specialists often involves a complex mixture of staff development, curriculum development, and day-to-day administration. We believed that this complexity should be clearly acknowledged in analyzing staff development, but that activities with an important staff development aspect should not be discounted because they also fulfill other objectives. Even the most conservative use of a reasonable staff development definition will highlight many activities that had not been previously considered as staff development, yet should be.

Second, someone may object that a certain activity should not be thought of as staff development because it is carried out mechanically or incompetently. For example, procedures for reviewing teacher performance through classroom visits by the principal often become an empty administrative routine. However, this activity, whether it is being carried out well or poorly, is in part an effort to improve staff performance and is consuming time, energy, and money. Thus, the identification of all activities intended to improve staff performance is an important initial step that should precede an evaluation of their quality.

Third, someone might protest that an activity outwardly intended to improve teacher performance is in fact fulfilling other purposes. For instance, some school administrators and teachers feel that school districts' systems for awarding salary increases for completing educational courses has become a fringe benefit for teachers, rather than a mechanism for staff improvement. We believe that if the real purposes for certain activities have changed,

when they are publicly justified as staff development, it is important to identify them. Thus, we have considered such activities as part of staff development.

Some Limits Set on the Operational Definition

In applying our definition in specific school districts, we needed to spell out some clear operational limits. First, we focused on staff development for classroom teachers. We recognized the desirability of analyzing staff development activities for all school district staff, but we felt that such an approach would be beyond our resources. (The methodology we developed can of course be applied to other school district employees.) The only time that we analyzed staff development activities intended for other school district staff members was when these activities were integrally related to teacher staff development.

A second limit in applying our definition of staff development is that we excluded teachers' day-to-day teaching and lesson planning. One might argue that the most effective staff development for many teachers is the personal planning and analysis that is part of their everyday work. We excluded this type of activity in order to be conservative in our estimates of teacher time spent in staff development and to set some reasonable limits on what we would investigate empirically. However, we did include as staff development special sessions in which teachers planned collaboratively with one another or with advisors or supervisors.

A third limit we imposed in the study was to focus on costs incurred by the school district directly, or costs for which the school district was being reimbursed from other sources. Exploring costs incurred by individual teachers or by other organizations such as colleges whose staff development activities affect the local school district would have introduced unmanageable complexities into the study.

Finally, to keep cost estimates conservative, we did not compute any school district overhead costs for staff development ac-

tivities (e.g., we did not compute costs for school facilities that were used for staff development workshops).

Analyzing Organizational Routines That Entail Staff Development

Drawing on the research literature concerning organizations, we used "organizational routines" as a focus of our investigation. We sought to uncover the basic organizational routines within each school district that entailed staff development. The methodology for uncovering these routines was based on extensive interviews with school district staff members who were involved with staff development at several levels:

- central office administrators who made policy decisions that influenced staff development programs
- school district staff in the central and subdistrict offices (e.g., directors, supervisors, coordinators, specialists) who planned, designed, and carried out staff development programs
- school administrators (e.g., principals, vice principals assistant principals, deans) who frequently designed and led staff development activities and also arranged for resources to support staff development at the local school level
- classroom teachers who participated in district-wide as well as school-based staff development activities

We drew on the perceptions of these different people to develop clear pictures of the planning, design, and execution of each important staff development routine. We often got divergent perceptions of the content, quality, and time expended in particular types of staff development activities. By critically examining these differing responses and often by going back to get additional information, we developed a specific detailed understanding of what is going on, penetrating vague generalities.

Analyzing Related Costs

The study was designed to enable us to relate staff development activities to their costs. We assumed that detailed and ac-

curate cost analysis of staff development programs would be important to school district decision makers and to interested teacher and citizen groups in rethinking staff development programs. Thus, we had to become fluent in interpreting the financial systems of each school district to account for the costs of specific staff development activities we identified. In order to base our cost analysis on actual rather than projected expenditures, we used the expenditure data from the most recently completed fiscal year in each school district. Therefore, in interviewing school district staff about the nature of staff development activities, we asked them about activities that had been carried out during the fiscal year under study.

Site Selection

Our data collection procedures and instruments were initially developed and pilot tested in a school district we called "Seaside." Well known for its innovative programs and emphasis on staff development, this large urban school district promised to have a wide range of staff development activities for analysis. Our study there substantiated this assumption.

We also wanted to study large urban districts with less emphasis on staff development than Seaside. To identify them, we carried out a telephone survey aimed at the school districts serving the 75 largest cities in the United States. Using The School Universe Data Book as a guide, we identified the central office staff member formally responsible for staff development (usually the director of staff development, director of inservice education, or assistant superintendent for instruction).[16] In a telephone interview with this person, we gathered information about:

- allocation of personnel to staff development or inservice programs
- university, college, and federal programs involving staff development
- state requirements for inservice or recertification
- the overall financial status of the school district

- allocation of discretionary money to staff development for conferences, consultants, training, etc.
- salary schedule for educational increases

We were successful in contacting school district administrators in 45 of the target school districts. From this information we ranked the school districts surveyed on a 13-point scale in terms of the apparent extent of staff development activities. On this scale, the Seaside School District received 12 points, the highest rating of the districts surveyed. We then singled out for study the "Riverview" School District which received 7 points (the mid-point of our scale and also the mean for all districts), and the "Union" School District (which fell in the lower third of all districts surveyed with 4 points). We then successfully gained the cooperation of these districts in carrying out the study.

Conducting the Studies in the Three School Districts

While some adaptation of the general methodology was necessary in each district depending on special features of the staff development programs and the availability of records, the processes of data collection and analysis were similar in all three districts. Data collection followed six steps:

1. gaining an understanding of the school district and staff development activities
2. gaining an understanding of the school district's financial system
3. gathering and compiling information about staff development conducted by the central office staff
4. gathering and compiling information about staff development activities occurring at the school building level
5. analyzing information about the salary increase system
6. completing the analyses

We will describe each of these steps briefly. For more detail the reader should examine the handbook, Rethinking Staff Development.

1. Gaining an Understanding of the School District and Staff Development Activities

In each district, after approval was granted for us to conduct the study, we interviewed two or three members of the central office staff to get an overview of the district, its problems, recent history, organizational structure, and a general description of its staff development programs. Working from a standard list of questions, we usually interviewed the superintendent, the assistant superintendent for instruction (or curriculum), and the director of staff development (or inservice). We also collected a large number of documents on organizational structure, personnel, school budget and expenditures, special programs, salaries, student enrollment, individual schools, and so forth. From these interviews we determined who would be interviewed initially in the central office and subdistrict offices.

We also selected a sample of schools to visit. To select these schools, we first identified the major categories of schools around which the district's educational program was organized. The school districts operated regular mainstream schools, typically elementary schools, junior high or middle schools, and high schools. They also operated special schools, such as alternative schools, magnet schools, vocational schools, and special education schools.

Among the regular or mainstream schools, we distinguished between schools that were above the average and below the average in their concentration of federal programs. By sampling both types of schools we insured that we were looking at a range of schools in terms of economic and racial composition. We also found that the presence of federal programs was an important influence on the nature of staff development.

We then selected a 10% to 20% random sample of schools in the regular and special categories. In selecting regular schools, we drew some from the pool of schools that were above the average in

their concentrations of federal programs and some from those that were below average. For example, in Riverview, we chose samples of elementary schools with above average concentrations of federal programs, elementary schools with below average concentrations of federal programs, high schools with above average concentrations of federal programs, high schools with below average concentrations of federal programs, vocational schools, and magnet schools.

2. Gaining an Understanding of the School District's Financial System

In this step we interviewed the key financial administrators of the school district (usually the treasurer, business manager, and/or budget director) and carefully examined available financial reports (particularly records of expenditures for the recently completed school year). We had to determine how compatible the school district's accounting procedures were with the kinds of program data we would be collecting. We had to learn how the district recorded such expenses as:

- the salaries and benefits of individual central office staff
- the salaries and benefits of different types of classroom teachers (e.g., elementary, secondary, Title I, magnet program, special assignment)
- the salaries and benefits of school principals
- the costs of substitute teachers used to release regular classroom teachers for staff development
- stipends paid to teachers to attend staff development
- fees paid to consultants for conducting workshops
- the salaries and benefits paid to teachers on sabbatical leave
- direct expenses for staff development activities (e.g., travel, conference fees, training materials)

The kinds of costs listed above are rarely line items in school district budget and expenditure documents. Our initial interviews with the financial people were to familiarize us with their systems

and to plan ways to extract (often with their help) the kinds of information needed to determine the costs of the staff development program activities. Some of these costs could be derived from existing documents (e.g., all consultant fees paid by the district could be examined to determine which went for consultants doing staff development and which for other services such as long-range planning, management information systems, or building construction. Other costs could be derived from estimates obtained from our interviews about how much time different types of staff members spent in staff development activities as a percentage of their salaries and benefits (e.g., if Title I teachers spent, on the average, 70 of their 1400 hours of contracted work time in staff development during the school year, staff development would constitute 5% of their time and "cost" would be 5% of their salaries and benefits).

3. Gathering and Compiling Information about Staff Development Conducted by the Central Office Staff

In Step 1 we identified the first round of central office staff members to interview. For these interviews, we attempted to identify staff members who planned and carried out major activities that fit our definition of staff development. In interviewing this first round of people and in subsequent interviews with central office and subdistrict office leaders of staff development, we sought to obtain as detailed information as possible about how they spent their time when engaged in staff development activities.

We explained the purpose of our investigation, discussed our definition of staff development, and offered the following list of kinds of activities in which teachers might participate that we would consider staff development:

- receiving on-the-job advice and feedback:
  such as -- advisory assistance given to teachers in the classroom.
  -- feedback to teachers on their performance, as in the school's staff evaluation process

- participating as a learner in structured experiences outside of the context of regular job duties:
  such as -- workshops, seminars, courses, inservice sessions (including single meetings or series of meetings)
  -- professional meetings and conventions

- sharing and analyzing problems and ideas with peers:
  such as -- regular staff or department meetings
  -- committee work that involves staff development

- observing the job activities of others:
  such as -- visits by teachers to other classrooms, schools, or programs

- teaching other staff or supervising other staff in ways that involve staff development:
  such as -- a rotating department chairmanship designed to give people a chance to explore new ideas by being freed from teaching

- systematically planning and/or trying out a new approach:
  such as -- joint planning or collaboration on a special project
  -- planning a new curriculum
  -- pilot teaching a new course

- seeking information to improve one's skills and knowledge:
  such as -- research conducted in the school or community
  -- formally supported sabbaticals
  -- released time to visit a teachers' center

- interning in a job primarily to develop new skills

We then asked the person interviewed whether these types of activities were carried out in the school district. When a staff member had a detailed understanding of a particular routine (e.g., Title I inservice workshops in basic skills, in-class assistance by reading specialists, sabbaticals for experienced teachers), we pressed this person for very specific information about the nature of the activity, how it was planned, the number of "leaders" and "learners" involved and the nature of their involvement, the time entailed in planning and carrying out the activity, and any direct costs associated with it.

We tried to interview enough people in each role (e.g., social studies supervisor) to adequately characterize different staff development routines that people in that role were involved in. In small departments (i.e., 2 or 3 people), we interviewed all of the staff members; in larger departments with several different roles (e.g., 10 supervisors, 16 specialists) we interviewed about a third of the people in each role. If there was a wide disparity in the information we received from people with a particular role after our initial round of interviews, we would interview additional people in that role. The information provided by sampled staff members was then applied to all people in that role.

The central office and subdistrict staff development leaders whom we interviewed often provided us with documents that detailed the participation of teachers in the activities they led. We used these documents to estimate teacher participation in district-wide staff development activities and compared them with estimates obtained from teacher interviews.

4. Gathering and Compiling Information about Staff Development Activities Occurring at the School Building Level

Interviews in Steps 1 and 3 gave us preliminary information about school-based staff development activity. At each school in our sample, we interviewed the school principal, other school administrators or coordinators who had responsibilities for staff development activities, and three or four teachers.

The principals and other school administrators provided us with an understanding of the school-based staff development programs at their schools and explained how staff development initiated at the school level related to the activities initiated by central office staff development leaders. They furnished details about the extent of teacher participation and administrative arrangements for activities (e.g., how teachers were released--via substitutes, aides, administrators taking classes). Some principals were able to give concrete expenditure information about certain activities.

The teachers interviewed provided further information about the nature of school-based and district-wide staff development activities. Teacher interviews also gave us a basis for assessing estimates of participation and time obtained from principals and central office staff. Teachers also identified activities that had not been described by the central office staff or the school administrators. Frequently, short follow-up interviews were conducted with central office staff to cross-check information.

In our interviews with teachers and school administrators, we first discussed our definition of staff development. As in our interviews with central office staff, when we found that they had specific knowledge of a particular staff development routine, we asked them for the detailed information.

From selected interviews in each school district, we concluded that the percentage of time that school administrators and instructional aides spent in activities supporting staff development for teachers (taking classes, participating in planning and staff development with teachers, etc.) was approximately the same as the percentage of time that teachers spent in school-based staff development. Thus we simplified our data collection and analysis by assuming that principals and classroom aides spent the same amount of time involved in teacher staff development as the teachers did.

5. Analyzing Information about the Salary Increase System

In this step we analyzed documents and data collected by the personnel offices of the school districts to determine how much additional salary was paid to teachers who had completed educational requirements for moving up on the salary scale for the year under study. Since these costs are not generally calculated by school districts and do not appear in their annual budgets, we had to derive them by analyzing statistics on the numbers of

teachers who received salary increases at each educational attainment level of the salary scale and the additional salary involved for an individual teacher. We also sought any data on costs of scholarships, tuition reimbursements, or fee waivers that were involved when teachers took courses.

6. Completing the Analyses

The interviews that were carried out at the school district and school levels generated a large number of interview protocols, including individual comments about specific organizational routines entailing staff development (e.g., inservice workshops to introduce a new foreign language curriculum, on-site assistance in bilingual teaching methods, released time to work on curriculum projects in a school district teacher center). Drawing on the information about such routines obtained from individuals, we prepared a composite description of how each routine was carried out. Then, drawing on information about the amount of time spent on a particular routine, we calculated the staff time spent by both leaders and learners who were involved in this routine. This staff time was translated into salaries and benefits for leaders and learners involved. We also calculated direct costs for carrying out a particular routine, such as travel, materials, and special rentals.

Detailed instructions for following these steps and using the related data compilation forms, along with examples, appear in Rethinking Staff Development.

In each of the school districts, we reviewed our understanding of staff development routines with knowledgeable school staff, and we asked them to comment on the accuracy of our analysis. We then prepared a feedback report about what we had found and asked for comments on its accuracy. Some of the information contained in the feedback reports to the three districts was incorporated into Rethinking Staff Development, which describes how this type of study can be done in a local school district. In the following six sections, we present a refined analysis of this information for an audience of researchers and policy makers.

SECTION 3. OVERVIEW OF SCHOOL DISTRICT CHARACTERISTICS AND EXPENDITURES

General Description of the Three School Districts

To provide a context for detailed analyses of school district programs and finances, it is useful to present some basic information about some distinguishing characteristics of each school district, about the overall expenditures of the school districts and the source of these expenditures, and about the total amount spent on staff development.

Distinguishing Characteristics

Seaside, Riverview, and Union are among the larger cities in the United States, with populations ranging between 500,000 and 750,000 people. Table 1 presents some statistics about the sizes of the school districts serving these cities. Seaside School District is considerably larger than the other two. All three are experiencing declining enrollment, while inflation, increasing teacher seniority, and other fiscal factors produce steadily rising educational expenditures.

Each district had distinguishing characteristics that influenced its staff development program in ways that will be discussed later. Seaside, for example, had the following key characteristics:

- a generally strong financial picture at the time of the study, although some moderate economies had been necessary in the preceding few years
- a history during the preceding decade of strong support for staff development from successive superintendents of schools, as a result of which Seaside had developed an extensive curriculum of district-sponsored courses through which teachers could earn credits for salary increases

TABLE 1. Selected Characteristics of the Three School Districts*

	Fiscal Year Studied	Number of Pupils	Number of Teachers	Current Expense of Education**
Seaside School District	1976-77	130,000	5,300	$163,656,000
Riverview School District	1977-78	78,000	4,100	122,429,000
Union School District	1977-78	89,000	4,200	123,943,000

*Statistics have been rounded off.

**"Current Expense of Education" is an annual budget total for all school district expenditures, except those for building construction, capital outlay, and food and community services.

- an emphasis on long-range planning and development
- a moderate emphasis on encouraging independent decision making at the school building level

Riverview had these distinctive characteristics:

- a rapidly declining enrollment that placed some financial strains on the district
- a relatively high percentage of federal funding, which included money to support school desegregation
- frequent support from a local foundation in funding special projects
- a high turnover of school superintendents (three in the previous six years). Each had a different notion of how staff development should be carried out and who should have the primary responsibility for it. Consequently, numerous departments had become involved in staff development during this time. Each department that had coordinated staff development retained some important role in staff development activity.

Union was distinguished by the following:

- several severe financial crises in the past five years in which central office staff had been reorganized and substantially reduced
- allocation of a significant amount of local funds to school desegregation
- many small schools dispersed through a large geographical area, with a tradition of building-level initiative for staff development in many of these
- a close relationship with a large local university that provided extensive preservice and inservice training opportunities for teachers

Sources of Funding in the Three Districts

Funds for the current expense of education in the three districts (see definition in Table 1) came from local tax revenues, general and categorical state aid, and a variety of federal aid programs--some specifically targeted for particular types of pupils or programs (e.g., Title I of ESEA) and some providing general aid (e.g., Impact Aid to pay for the expense of educating children of families working at federal installations). Since each of these districts is in a different state, the procedures for state aid allocation

varied somewhat. These school districts occasionally received grants from private foundations for specific educational programs. To provide an overview of these revenue sources we have developed a simplified picture of funding in the three districts in Table 2. We arranged the funding sources into three categories:

- general funds: monies from local tax revenue and general state and federal aid
- federal funds: monies from federal categorical programs only
- other funds: monies from state categorical programs and private foundation grants

Table 2 shows some marked differences among the three districts in the sources of their funds. Despite differences in percentages of current expense of education coming from the general fund, the general fund revenues were virtually the same on a per pupil basis across the three districts (when Seaside figures are adjusted for the one-year difference in the period under study). However, marked differences in per pupil expenditures resulted from the federal funds received. Riverview School District derived a much greater proportion of its educational funds from federal categorical programs than did the other two districts. A major reason for the relatively larger amount of federal categorical funds in Riverview was the higher percentage of low-income and minority students (Riverview 72% minority, Seaside 43% minority, and Union 33% minority) and the concomitant higher percentage of pupils eligible for Title I funds (which accounted for more than $9 million in Riverview). Also, Riverview was the only one of the three districts to receive federal money for desegregation under the Emergency School Assistance Act (ESAA), which accounted for more than $2 million.

Seaside received a somewhat higher percentage of other funds than Riverview and Union. Virtually all of Seaside's $7.46 million in other funds came from state categorical money. Similarly, Union's other funds were entirely from the state. But the other funds in Riverview included almost $.5 million from private founda-

TABLE 2. Expense of Education in the Three School Districts by Funding Source

	General Fund		Federal Fund		Other Fund		Current Expense of Education	
	Expenses	Percent	Expenses	Percent	Expenses	Percent	Total Expenses	Percent
Seaside School District	$143,692,000	87.8%	$12,502,000	7.6%	$7,462,000	4.6%	$163,656,000	100.0%
Riverview School District	102,613,000	83.8	15,749,000	12.9	4,067,000	3.3	122,429,000	100.0
Union School District	115,918,000	93.5	3,710,000	3.0	4,315,000	3.5	123,943,000	100.0

tions. Also included in Riverview's other funds was almost $2 million from the state for the operation of a teachers college which is part of the school district and whose faculty are considered teachers in the Riverview School District.

Staff Development Costs

One of our objectives in analyzing the staff development programs and their costs in these three districts was to determine the relative amounts of resources being allocated to staff development. While many educators are seeking more funds for staff development programs, none have clearly shown what resources are being spent on staff development activities. Based on our study, Table 3 shows what proportion of the current expense of education in each of the three districts was spent on staff development. As we expected, given its reputation for extensive staff development and our pre-study survey, Seaside spent a considerably larger proportion of its educational expenditures on staff development than did the other two districts. And Riverview spent a somewhat higher percentage than did Union, as the pre-study survey had suggested.

The amounts of money spent by these districts on staff development--$9.3 million, $4.6 million, $4 million--are considerable sums. While these sums represent rather small percentages of the educational expenditures of the three districts, it should be noted that many major line items in these school districts' budgets are of comparable magnitude to total staff development expenditures (e.g., total central office administrative costs; pupil transportation; and the total costs for textbooks, teaching materials, audiovisual equipment, and instructional supplies).

Organization of Findings in the Report

This report will examine the staff development activities in the three school districts that produced the staff development costs shown in Table 3. In Section 4 we describe the overall organizational structures of each district, the activities of the central

TABLE 3. Total Staff Development Costs as a Percentage of the Current Expense of Education in the Three School Districts

	Current Expense of Education	Staff Development Costs	Percentage
Seaside School District	$163,656,000	$9,368,000	5.72%
Riverview School District	122,429,000	4,607,000	3.76
Union School District	123,943,000	4,069,000	3.28

office leaders of staff development, and the dispersion of responsibility for staff development. In Section 5 we analyze the nature of staff development activities at the school level and the time teachers spent in staff development, including schools sampled, activities identified in the sample, and projected costs for teacher participation in staff development across each district. In Section 6 we examine the incentives used to solicit teacher participation in staff development, including a comparative analysis of salary schedules for teachers. Section 7 will summarize and compare the staff development costs in ten major expenditure categories across the three districts. Section 8 concludes the report by discussing some implications of our findings for both policy and future research.

SECTION 4. ORGANIZATIONAL STRUCTURE OF THE THREE DISTRICTS AND STAFF DEVELOPMENT PROGRAMS CONDUCTED BY CENTRAL OFFICE STAFFS

Organizational Structure and Dispersed Staff Development Programs

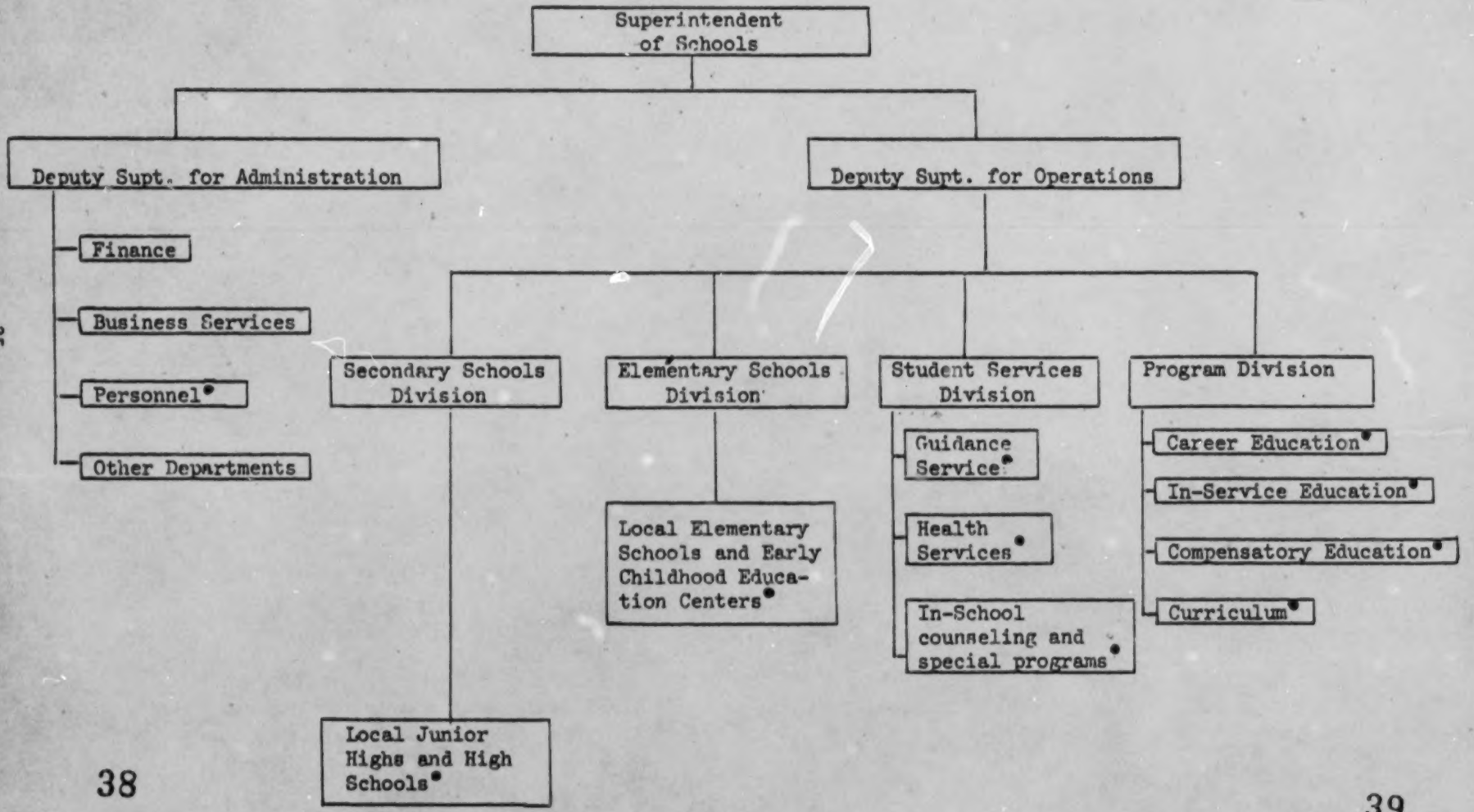
In this section we will describe the organizational structures of the three school districts and analyze the staff development programs conducted by central office departments and subdistrict units.

Despite considerable variation in school district organizational structures, staff development programs in all three school districts were widely dispersed among central office departments and other units of the districts. Tables 4, 5, and 6 present simplified organizational charts of the three districts; each chart indicates departments and other units of the school districts that initiated appreciable staff development activities. From the three organizational charts, one can see that significant amounts of staff development activity were initiated at the school level; these activities will be analyzed in Section 5.

As Tables 4, 5, and 6 show, each district had several central office departments that initiated staff development activities. These departments were housed in several different branches or divisions of the organization and reported to different assistant, associate, or deputy superintendents. Some of these departments reported directly to the superintendent of schools. Riverview was the only district that also had subdistrict offices, and these subdistrict offices also initiated staff development activities.

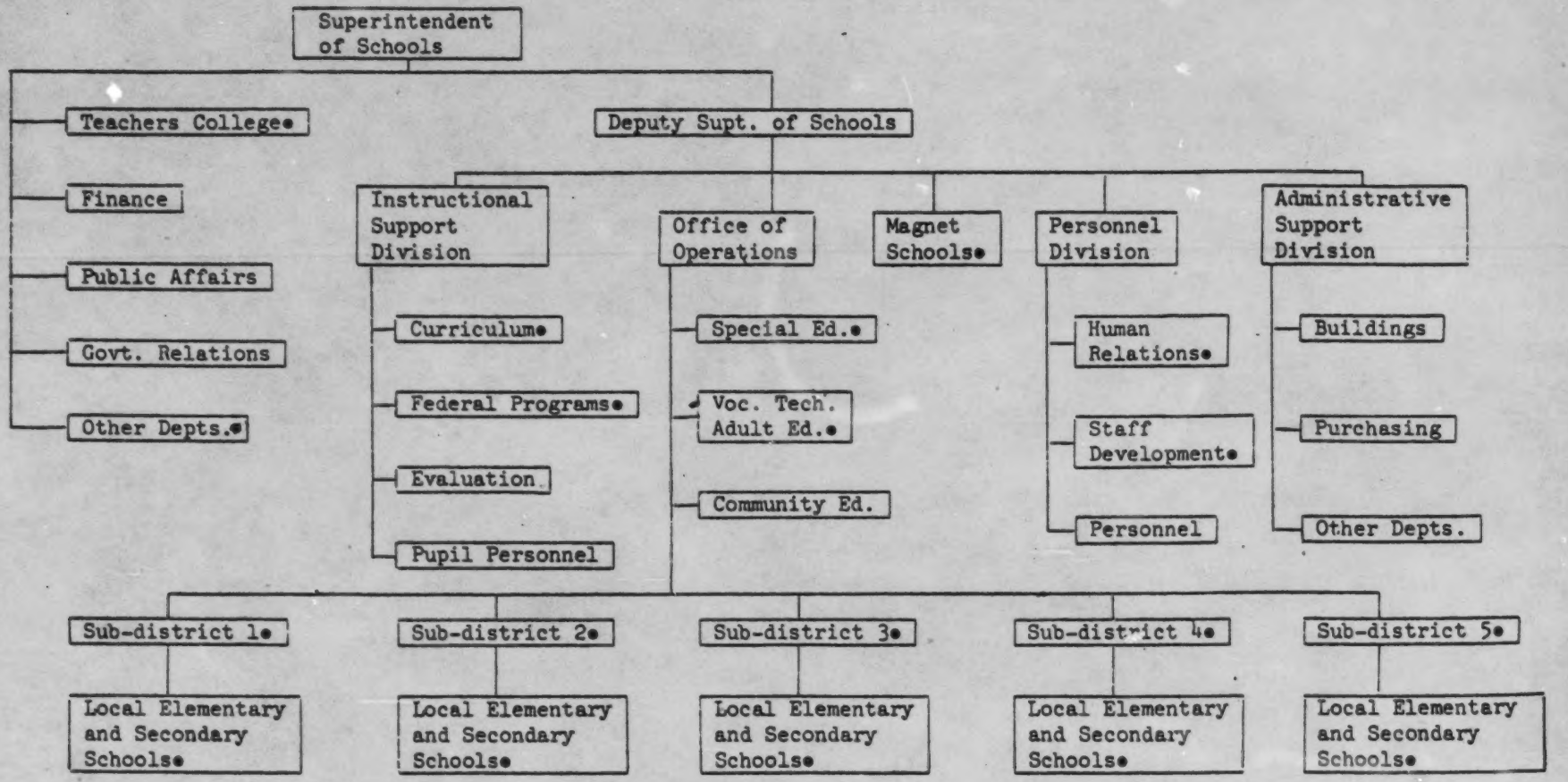
Each school district had a staff development or inservice department, but only one of these (in Union) was the largest single initiator of staff development among the district's departments.

TABLE 4. Simplified Organizational Chart of Seaside School District



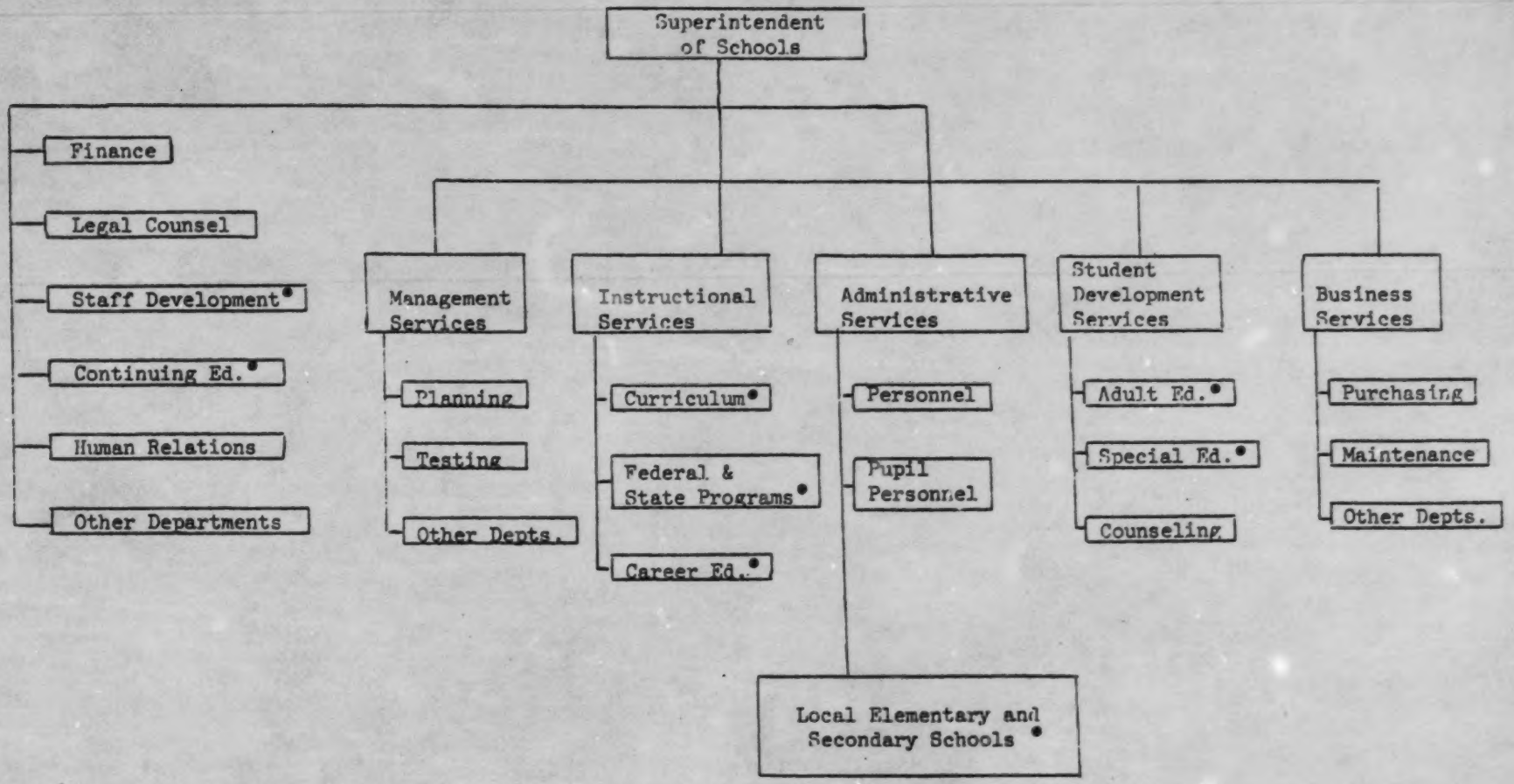
• Indicates a department that initiated a significant amount of staff development activity.

TABLE 5. Simplified Organizational Chart of Riverview School District



• Indicates a department that initiated a significant amount of staff development activity.

TABLE 6. Simplified Organizational Chart of Union School District



• Indicates a department that initiated a significant amount of staff development activity

Staff Development Activities of Central Office Staffs

The departments and units initiating staff development were responsible for a great range of activities. Tables 7, 8, and 9 present the following information about these activities:

- the number of staff members in each role for each unit who engaged in staff development
- the overall percentage of time these leaders of staff development spent in such staff development activity; these percentages were used to calculate the portion of each person's salary and benefits attributable to staff development
- the percentages of time these leaders spent in each of the major "types" of staff development in their district ("types" is defined below)
- the costs of the staff members' time and their funding sources
- the time each organizational unit spent in staff development calculated in terms of full-time equivalents (FTEs)[17]

Below, we discuss these tables separately for each school district. Through this analysis, the reader will learn about the nature and level of staff development activities within each school district that were conducted by central office staff, and the basis for calculating the costs of these activities.

Seaside School District's Staff Development Activities

At first appearance the organizational structure of the Seaside School District shown in Table 4 might suggest that the majority of staff development programs were carried out by the inservice education department of the program division. However, this department was a three-person unit that helped coordinate and arrange for the staff development routines of other units, including an extensive set of courses, seminars, and workshops taught by central office staff that qualified teachers for salary increases. In addition to leading these courses for credit, central office specialists and resource teachers (essentially master teachers in specific subject areas) developed many other staff development programs in individual schools that were not coordinated through the inservice department.

There were three major divisions in Seaside's central office responsible for carrying out staff development, as indicated in Table 4. From interviews with staff members in each relevant organizational unit within these divisions, we estimated the amount of time each week (and over the entire school year) that staff spent working on particular staff development activities (e.g., a language arts resource teacher conducting a weekly two-hour workshop for twelve teachers at a given elementary school). There were five major "types" of activities initiated by central office staff:

- conducting seminars and workshops, usually in local schools
- providing individual teachers with in-class assistance
- administering and coordinating staff development
- conducting district-wide conferences
- training resource teachers to carry out staff development

These five types of activities we found in Seaside later turned out to be quite similar to the five major types we found in Union. In contrast, Riverview did not emphasize either conducting workshops and seminars in local schools or training resource teachers to carry out staff development.

Central office staff development leaders in Seaside. Table 7 shows that the major type of staff development carried out by central office staff members in Seaside was seminars and workshops. Most of these activities were counted for course credit to obtain increases on the teacher salary scale. Assistance to individual teachers was the second most prevalent type of staff development.

There were two departments that contributed heavily in personpower to central office staff development leadership in Seaside: the student services division and the curriculum department of the program division. The student services division, with 90 psychologists and counselors, contributed 26.1 FTE positions to staff development activities. The student services division had directed

TABLE 7. Costs (Staff Salaries and Benefits) of Staff Development Leaders in Central Office Departments Based on Percentage of Time Spent in Staff Development Activities for the Seaside School District

DIVISION/DEPARTMENT	NUMBER OF STAFF	PERCENTAGE OF TIME IN STAFF DEV.	ACTIVITIES: SEMINARS/ WORKSHOPS IN SCHS.	INDIVIDUAL TEACHER ASSISTANCE	ADMIN./ COORD.	DISTRICT-WIDE CONFERENCES	RESOURCE TEACHER TRAINING	STAFF DEVELOPMENT COSTS	GENERAL FUND	FEDERAL FUNDS	OTHER FUNDS
PROGRAM DIVISION											
Career Ed. Dept.											
•Director & Coords.	3	15%	15%	---	---	---	---	$ 15,000	$ 15,000	---	---
•Specialists	9	75	50	25%	---	---	---	128,000	116,000	$ 12,000	---
(FTE)	(7.2)	---	---	---	---	---	---	$ 143,000	$ 131,000	$ 12,000	---
Inservice Ed. Dept.											
•Director & Staff	3	100	---	---	100	---	---	$ 66,000	$ 58,000	---	$ 8,000
(FTE)	(3.0)	---	---	---	---	---	---	$ 66,000	$ 58,000	---	$ 8,000
Comp. Ed. Dept.											
•Director & Coords.	3	32	---	---	32	---	---	$ 27,000	$ 21,000	$ 6,000	---
•Resource Teachers	6	50	25	25	---	---	---	49,000	14,000	35,000	---
(FTE)	(4.0)	---	---	---	---	---	---	$ 76,000	$ 35,000	$ 41,000	---
Curriculum Dept.											
• Specialists	10	20	20	---	---	---	---	$ 50,000	$ 50,000	---	---
• Consultants	12	70	60	---	---	---	10%	228,000	228,000	---	---
•Resource Teachers	17	100	60	20	---	20%	---	365,000	330,000	---	$ 35,000
(FTE)	(27.4)	---	---	---	---	---	---	$ 643,000	$ 608,000	---	$ 35,000
STUDENT SERVICES DIVISION											
• Psychologists	30	49	---	49	---	---	---	$ 335,000	$ 335,000	---	---
• Counselors	60	19	19	---	---	---	---	251,000	251,000	---	---
(FTE)	(26.1)	---	---	---	---	---	---	$ 586,000	$ 586,000	---	---
PERSONNEL DIVISION											
•Specialist	1	40	---	35	5	---	---	$ 12,000	$ 12,000	---	---
•Leadership Comm.	16	20	---	---	20	---	---	112,000	112,000	---	---
(FTE)	(3.6)	---	---	---	---	---	---	$ 124,000	$ 124,000	---	---
TOTALS (FTE)	(71.3)	---	---	---	---	---	---	$1,638,000	$1,542,000	$53,000	$43,000

its psychologists and counselors to work with individual teachers to improve counseling skills and techniques for dealing with problem situations in schools (e.g., student discipline). The curriculum department of the program division contributed 27.4 FTE positions to staff development. The curriculum department's specialists, consultants, and resource teachers were primarily responsible for leading workshops and seminars for course credit conducted at local schools.

All the specialists, consultants, and resource teachers in the four departments of the program division led courses, workshops, seminars and/or provided in-class assistance in their areas of concentration (e.g., mathematics, language arts, early childhood education, bilingual education). The three staff members in the inservice education department coordinated those activities of the program division staff that would qualify teachers for salary increases.

A specialist in the personnel division counseled teachers about career options; he also convened a leadership committee of central office administrators who met regularly to review program and staff development plans and to screen candidates for leadership positions (e.g., resource teachers in subject areas).

Seaside School District employed 170 people who were involved in staff development leadership in some way. They constituted a work force of 71.3 FTE positions, and the time they spent on staff development cost $1.6 million in salaries and benefits. Nearly all these people were paid by monies from the general fund ($1.5 million of the $1.6 million, or 94%).

Riverview School District's Staff Development Activities

The organizational structure of the Riverview School District was quite different from Seaside. Riverview had a pyramid-like structure in which local schools reported to subdistrict offices (each of which was headed by a superintendent). The five subdistrict offices reported to the office of operations, whose superintendent reported to the deputy superintendent.

Another important feature of Riverview was the district's teachers college, which had historically trained most of the district's teachers; the president of the teachers college reported to the superintendent of schools.

One might assume that the personnel division's staff development office or the human relations office (given the district's involvement in desegregation) would be major initiators of staff development in the district. They were not; each of these two offices was a one-person operation with only a few staff development responsibilities. The greatest investment of time in carrying out staff development by Riverview's central office staff was in the federal programs department of the instructional services division.

We found only three basic types of staff development activities in frequent use in Riverview:

- administering and coordinating staff development
- conducting district-wide workshops
- providing individual teachers with in-class assistance

While individual staff development leaders expressed preferences for working with individual teachers or small groups of teachers at the local schools, the dominant mode was the large workshop for teachers pulled together from across the district. School-based workshops were virtually nonexistent.

Central and subdistrict office staff development leaders in Riverview. Table 8 analyzes the activities of central office and subdistrict office staff development leaders in Riverview. The instructional support division had two major departments that were concerned with staff development: the curriculum department and the federal programs department.

As Table 8 indicates, the "director" and the "specialists" in the curriculum department spent little time in providing staff development. The elementary specialists (whose fields were English, social studies, and foreign languages) primarily supervised other specialists in these fields who were based in subdistrict offices.

TABLE 8. Costs (Staff Salaries and Benefits) of Staff Development Leaders in Central Office Departments Based on Percentage of Time Spent in Staff Development Activities for the Riverview School District

DIVISION/DEPARTMENT	NUMBER OF STAFF	PERCENTAGE OF TIME IN STAFF DEV.	ACTIVITIES			STAFF DEVELOPMENT COSTS	GENERAL FUND	FEDERAL FUNDS	OTHER FUNDS	
			ADMIN./ COORD.	DISTRICT WORKSHOPS	IN-CLASS ASSIST.				STATE	FOUNDATIONS
Instructional Support Division										
Curriculum Dept.										
•Director	1	10%	10%	---	---	$ 3,000	$ 3,000	---	---	---
•Elem. Specialists	3	17	10	7%	---	13,000	13,000	---	---	---
•Sec. Specialists	2	5	3	2	---	3,000	3,000	---	---	---
•Coordinators	15	54	---	5	49%	182,000	182,000	---	---	---
(FTE)	(8.8)					$ 201,000	$ 201,000			
Federal Programs										
•Curriculum Spec.	6	80	---	58	22	$ 113,000	---	$113,000	---	---
•Coordinators	3	50	---	26	24	27,000	---	27,000	---	---
•Program Spec. (a)	1	25	10	15	---	6,000	---	6,000	---	---
•Program Spec. (b)	1	10	10	---	---	3,000	---	3,000	---	---
•Program Spec. (c)	2	50	50	---	---	26,000	---	26,000	---	---
•Program Spec. (d)	2	100	---	18	82	39,000	---	39,000	---	---
•Program Spec. (e)	4	100	---	28	72	113,000	---	113,000	---	---
•Inservice Spec. (a)	1	100	50%	50	---	25,000	---	25,000	---	---
•Inservice Spec. (b)	10	100	---	100	---	255,000	---	255,000	---	---
(FTE)	(24.7)					$ 607,000		$ 607,000		
Office of Operations										
Special Ed. Dept.										
•Supervisors	6	25	---	5	20	$ 35,000	$ 35,000	---	---	---
Vocational Ed. Dept.										
•Coordinators	3	33	---	---	33	30,000	30,000	---	---	---
Subdistricts										
•Curriculum Spec.	10	54	3	2	49	130,000	130,000	---	---	---
•Clinic Coords.	6	54	---	54	---	74,000	74,000	---	---	---
(FTE)	(11.1)					$ 269,000	$269,000			

TABLE 8 (Cont'd)

DIVISION/DEPARTMENT	NUMBER OF STAFF	PERCENTAGE OF TIME IN STAFF DEV.	ACTIVITIES: ADMIN./ COORD.	ACTIVITIES: DISTRICT WORKSHOPS	ACTIVITIES: IN-CLASS ASSIST.	STAFF DEVELOPMENT COSTS	GENERAL FUND	FEDERAL FUNDS	OTHER FUNDS: STATE	OTHER FUNDS: FOUNDATIONS
Magnet Schools Div.										
•Director	1	32%	32%	---	---	$ 12,000	$ 12,000	---	---	---
•Coordinator	1	100	30	70%	---	26,000	3,000	$ 23,000	---	---
•Specialists	16	47	---	22	25%	165,000	47,000	118,000	---	---
(FTE)	(8.8)					$ 203,000	$ 62,000	$141,000		
Personnel Division										
Human Relations Dept.										
•Director	1	10	10	---	---	$ 3,000	$ 3,000	---	---	---
Staff Devel. Dept.										
•Specialists	1	7	---	7	---	1,000	1,000	---	---	---
Personnel										
•Secretary	1	13	13	---	---	1,000	1,000	---	---	---
(FTE)	(0.3)					$ 5,000	$ 5,000			
Teachers College										
•Faculty	23	31	---	31	---	$ 156,000	$ 6,000	$ 46,000	$55,000	$ 49,000
(FTE)	(7.1)					$ 156,000	$ 6,000	$ 46,000	$55,000	$ 49,000
Other Departments										
•Advisors	4	100	---	---	100	$ 64,000	---	---	---	$ 64,000
(FTE)	(4.0)					$ 64,000				$ 64,000
TOTALS	(64.9)					$1,505,000	$543,000	$794,000	$55,000	$ 113,000

The secondary specialists in these same fields supervised department chairpersons at the ten high schools. However, the 15 staff members of the curriculum department titled "coordinators" (whose fields were science, physical education, art, music, home economics, and industrial arts) spent a significant portion of their time in staff development (54%), most of that working directly with individual classroom teachers.

The federal programs department had 30 staff members who were engaged in staff development, 17 of them full time. The nearly two dozen different federal programs in Riverview each contained specific staff development components. While two of the programs focused the staff development work of their program specialists on in-class assistance to teachers, the predominant mode of staff development in the federal programs was the district-wide workshop for teachers involved in a particular program. Many of these workshops were carried out by the Title I teacher inservice center.

The office of operations contained two departments whose staff members spent a portion of their time assisting individual teachers (special education and vocational education). Also under the authority of the office of operations were the five subdistrict offices housing ten curriculum specialists. These specialists worked primarily with individual teachers; one group of specialists (reading clinic coordinators) worked with students and also trained a small number of other reading specialists for the district.

The magnet schools office was established with both federal and district funds to develop ten magnet schools and programs with distinct curricular emphases. These were designed to attract students for school desegregation. A major staff development effort existed in the magnet schools; each magnet program employed specialists who helped teachers develop their program's area of special emphasis through in-class assistance and workshops. Also, the magnet schools office ran a massive program of district-wide human relations workshops for teachers; these workshops were part of the district's desegregation effort.

The personnel division's departments of human relations, staff development, and personnel had minor staff development programs. The human relations department was beginning to assume some responsibility for coordinating workshops for desegregation. The staff development department was being phased out and ran a few workshops for new teachers and substitute teachers. One secretary in the personnel office processed salary increase records for teachers related to the educational credits they earned.

The teachers college offered preservice education courses for undergraduates and graduate courses for the district's teachers. Twenty-three faculty members taught courses or led workshops for graduate credit for the teachers in Riverview. The faculty members involved were primarily supported by federal, state, and foundation funds.

In a separate staff development program initiated by the central office, four of Riverview's teachers were specially trained by an independent teacher center to work with district teachers as in-class advisors in eight schools.

Riverview employed 124 people who led staff development activities. They constituted a work force of 64.9 FTE positions and cost $1.5 million in time spent. Over half of this money ($794,000) came from federal funds, and the largest component of these staff development programs was operated by the federal programs department.

Union School District's Staff Development Activities

The organizational chart of Union School District shown in Table 6 presents a third type of central office structure, contrasting with Seaside and Riverview. Five "service areas" (management, instructional, administrative, student development, and business) were each headed by an associate superintendent, and those associates reported to the superintendent of schools. In addition, six "departments" reported directly to the superintendent of schools, including staff development and continuing education. A recent re-

organization of the central office, coupled with imminent court-ordered desegregation, has produced a number of shifts in the district's structure since this diagram was prepared. The continuing education department was subsumed under a new department of staff development, set up to help schools plan and carry out desegregation. A human relations department was established, but had only one staff member who was working on a proposal for federal desegregation funds. It was planned that the staff development department would be eliminated after one year's service to schools and the human relations department would develop further desegregation-related activities. The fate of the one-person continuing education department that sponsored and coordinated professional growth courses for teachers was uncertain, and its resources and number of offerings had been steadily reduced in recent years of financial retrenchment.

There were five basic types of staff development activities carried out by the central office staff in Union. They were:

- administering and coordinating staff development
- training the teams of specialists in the staff development department
- developing desegregation plans with teachers in local schools
- conducting district-wide workshops
- providing individual teachers with in-class assistance

One could argue that the year we studied Union's staff development programs was atypical because of the temporary nature of the staff development office. Yet the rapid changes in the Union School District in the recent past brought by financial crises and court mandates defy efforts to point to a "typical" year for Union. In responding to the court mandates, Union allocated millions of dollars from the general fund budget to desegregation-related instructional programs. Also, the financial retrenchment of past years had evaporated the "loose" money once available for stipends, workshops, consultants, travel, and professional growth courses. In the future, Union is likely to see more federal dollars for desegregation, but a decrease in the commitment of local funds to the desegregation effort.

Central office staff development leaders in Union. Table 9 analyzes the staff development programs carried out by Union's central office staff. The staff development department had 26 full-time people: an assistant superintendent who administered the program; a director responsible for program planning and staff training; and 24 specialists, who were teachers, principals, and central office staff specifically recruited and trained to assist schools in desegregation. The 24 specialists were arranged into four teams, each concentrating on a fourth of the schools undergoing desegregation. They helped local school staff develop instructional and organizational plans and conducted workshops on problem solving.

The continuing education department consisted of one coordinator who arranged professional growth courses offered by the district; those courses were taught by central office staff and consultants. He also coordinated student teacher placements with four universities; in exchange the district received waivers of university tuition for which district teachers might apply through this department.

The instructional services division had three departments that were involved in staff development: curriculum, federal and state programs, and career education. There were a total of 35 people in these departments who carried out some form of staff development, usually by leading workshops or assisting teachers in the classroom. Few of these people spent more than half their time doing staff development. Two reading language arts resource teachers did spend all their time working directly with classroom teachers on implementing new curricula and improving teaching skills.

The student development service division had two departments that were involved in staff development: adult education and special education. None of the 20 supervisors and specialists in these departments spent more than half their time on staff development. They primarily worked with teachers in the classroom in their particular area of speciality.

Union employed 82 central office staff who led staff development activities. They constituted a work force of 45.5 FTE positions

TABLE 9. Costs (Staff Salaries and Benefits) of Staff Development Leaders in Central Office Departments Based on Percentage of Time Spent in Staff Development Activities for the Union School District

DIVISION/DEPARTMENT	NUMBER OF STAFF	PERCENTAGE OF TIME IN STAFF DEV.	ACTIVITIES					STAFF DEVELOPMENT COSTS	GENERAL FUND	FEDERAL FUNDS	OTHER FUNDS
			ADMIN./ COORD.	TEAM TRAINING	DESEG. PLANS	WORKSHOPS	IN CLASS ASSIST.				
Staff Development Dept.											
•Asst. Supt.	1	100%	100%	---	---	---	---	$ 38,000	$ 38,000	---	---
•Director	1	100	36	15%	34%	15%	---	32,000	32,000	---	---
•Specialists	24	100	10	15	22	53	---	508,000	508,000	---	---
(FTE)	(26.0)							$ 578,000	$578,000		
Continuing Ed. Dept.											
•Coordinator	1	100	100	---	---	---	---	$ 33,000	$ 33,000	---	---
(FTE)	(1.0)							$ 33,000	$ 33,000		
Instructional Services Division											
Curriculum Dept.											
•Directors	3	21	---	---	---	4	17%	$ 19,000	$ 19,000	---	---
•Coord./Supervisors	10	24	---	---	---	7	17	68,000	68,000	---	---
•Resource Teachers	2	100	---	---	---	---	100	39,000	39,000	---	---
(FTE)	(5.0)							$ 126,000	$ 126,000		
Federal & State Programs											
•Coordinator	1	55	10	---	---	40	5	$ 18,000	---	$ 18,000	---
•Supervisors	8	18	---	---	---	---	18	29,000	---	25,000	$ 4,000
(FTE)	(2.0)							$ 47,000		$ 43,000	$ 4,000
Career Ed. Dept.											
•Coordinators	4	32	3	---	---	3	26	$ 33,000	$ 33,000	---	---
•Supervisors (a)	4	50	---	---	---	24	26	40,000	40,000	---	---
•Supervisors (b)	3	44	---	---	---	9	35	28,000	28,000	---	---
(FTE)	(4.6)							$ 101,000	$ 101,000		

TABLE 9 (Cont'd)

DIVISION/DEPARTMENT	NUMBER OF STAFF	PERCENTAGE OF TIME IN STAFF DEV.	ACTIVITIES: ADMIN./ COORD.	TEAM TRAINING	DESEG. PLANS	WORKSHOPS	IN CLASS ASSIST.	STAFF DEVELOP-MENT COSTS	GENERAL FUND	FEDERAL FUNDS	OTHER FUNDS
Student Development Services Division											
Adult Ed. Dept.											
eSupervisors	5	32%	---	---	---	3%	29%	$ 45,000	---	$ 23,000	$ 22,000
(FTE)	(1.6)							$ 45,000		$ 23,000	$ 22,000
Special Ed. Dept.											
eSupervisors	7	44	---	---	---	19	25	$ 88,000	$ 88,000	---	---
eSpecialists	8	28	---	---	---	1	27	46,000	46,000	---	---
(FTE)	(5.3)							$ 134,000	$134,000		
TOTALS (FTE)	(45.5)							$1,064,000	$972,000	$ 66,000	$26,000

and cost a little more than $1 million in time spent. Over 91% of this money came from the general fund and more than half of this money was spent on the special one-year staff development teams for desegregation.

Comparing the Extent of Staff Development Conducted by the Central Office Staff

In comparing the extent to which central office staffs of the three school districts engaged in staff development, Table 10 presents two different ratios. By dividing the number of teachers in each district by the number of staff development leaders, one obtains a ratio of teachers to staff development leaders. Seaside and Riverview were quite similiar with 31.2 and 33.1 teachers per staff development leader, while Union had a much higher ratio, indicating a relatively smaller number of staff development leaders per teacher than the other two districts.

The second ratio presented in Table 10 is based on the number of full-time equivalent personnel (FTEs) committed to staff development activities. When the number of teachers in each district is divided by the FTE positions committed to staff development, one can see that Riverview had a relatively larger investment of time from central office staff in staff development activities. Seaside was second and Union a distant third, as shown in Table 10.

The relative cost of these staff development leaders and their funding sources is shown in Table 11. Seaside and Union display similar patterns of fund sources, but Riverview is quite different. A much higher percentage of the money for staff development leaders in Riverview came from federal funds (52.8%) as compared with the other two districts. Riverview also drew a higher percentage of staff development support from "other funds" than did Seaside and Union. These higher proportions of federal and other funds that were spent on staff development in Riverview can be attributed to extensive staff development activities in the federally funded Title I and desegregation programs and the activities of the teachers college faculty and foundation-funded programs.

TABLE 10. Staff Development Leaders Compared to Number of Teachers in the Three School Districts

	Seaside School District	Riverview School District	Union School District
Number of Teachers	5,300	4,100	4,200
Number of staff Development Leaders	170	124	82
Ratio of Teachers to Staff Development Leaders	31.2	33.1	51.2
Full-Time Equivalent (FTE) Staff Development Leaders	71.3	64.9	45.5
Ratio of Teachers to FTE Staff Development Leaders	74.3	63.2	92.3

TABLE 11. Cost of Staff Development Leaders in the Three School Districts by Funding Source

Funding Source	Seaside School District	Riverview School District	Union School District
General Fund	$1,524,000 (94.1%)	$ 543,000 (36.1%)	$ 972,000 (91.4%)
Federal Funds	53,000 (3.2)	794,000 (52.8)	66,000 (6.2)
Other Funds	43,000 (2.6)	168,000 (11.2)	26,000 (2.4)
Total	$1,638,000 (100.0%)	$1,505,000 (100.0%)	$1,064,000 (100.0%)

There were two additional kind of costs associated with staff development activities initiated by the central offices: the fees paid to consultants to assist district staff in planning and conducting staff development activities, and the direct expenses incurred in conducting activities (i.e., conference fees, travel to conferences, dues for membership in professional organizations, publications and training materials, workshop facilities, rental, equipment, and postage). Riverview spent considerably more on consultants than did the other two districts (Riverview $212,000; Seaside $158,000; Union $48,000), and most of it came from federal funds. Riverview was also much higher in its spending on other direct costs for staff development (Riverview $175,000; Seaside $42,000; and Union $11,000). Again, most of this money came from federal funds.

General Patterns of Staff Development Activities Conducted by Central Office Staff

Responsibility for staff development in each district was dispersed among a number of people and departments. We found very few attempts to coordinate the staff development activities of these diverse people. Frequently the staff development leaders were unaware of the activities of their colleagues, even when these activities placed demands for time and energy on the same teachers. This wide dispersal resulted from a number of political and educational influences, of which we will discuss the three most important.

Staff Development as a Secondary Responsibility

Few central office staff were explicitly charged with staff development responsibilities. However, many central office staff members found that they had to carry out staff development to accomplish the major objectives of their jobs. Thus, staff development responsibilities became important or sometimes predominant, but they grew gradually and were often not formally recognized.

For example, curriculum specialists have traditionally been charged with developing curriculum plans and seeing that teachers carry them out. For some, this meant a primary emphasis on writing

curriculum guides, and little direct contact with teachers. For others, the job slowly evolved to include more and varied direct work with teachers, in which their curricular focus sometimes became secondary. These variations were possible because of the remarkable autonomy such specialists often had in choosing how, when, and under what conditions they would work directly with teachers. Since individual curriculum specialists evolved toward a "staff development orientation" largely as an outgrowth of their ideas about their own particular jobs, it was unlikely that they would coordinate their work with colleagues in other departments or divisions.

External Pressures and Funding

Numerous pressures on school districts and central office staffs generated needs for staff development activity, including federal and state laws and regulations, court decisions, and citizen concerns. In Riverview, for example, the school desegregation plan involved human relations training and experimental educational programs. In Seaside, the physical education department had to help teachers comply with recent federal regulations concerning sex discrimination. Also in Seaside, the state's Early Childhood Education Program mandated community involvement in decision making, and central office staff spent much time helping local school staff develop procedures to comply with state regulations. Thus, many central office staff members responsible for particular program areas (e.g., physical education, early childhood education) became involved in staff development.

In particular, the growth of categorical federal programs in the last fifteen years has encouraged compartmentalized staff development activities. Bilingual education, compensatory education, and career education programs, for example, have included staff development components. One person we interviewed said the effect has been to establish a "dual school system." Staff development experiences funded by particular federal programs serve only teachers or schools involved in these programs. Programs with special funding are often minimally coordinated with other district programs offer-

ing staff development; they sometimes "compete" for teacher time with other staff development programs, usually with different abilities to mandate teacher participation or reward it. If a school district wishes to institute a consistent staff development effort related to a particular issue (e.g., reading improvement), it is hard to overcome the fragmentation inherent in the dual system.

Organizational Politics

The way that central office staff development was organized also reflected the results of the political bargaining that is typical in any large organization. When a school superintendent or other district officials wanted to institute a new effort in staff development, they often assigned the program to the people they felt were the most competent to carry it out (or they assigned it to friends or political allies), irrespective of the lines of responsibility in the organizational chart. Similarly, when new staff development programs were proposed, departments and divisions competed to gain these new programs or to minimize the threat the new programs posed for their present programs.

The consequence of all these influences was to disperse responsibility for staff development widely in the central office. Middle-level leaders carried out staff development with great personal autonomy and little planning, coordination, or communication. This system was neither centralized in light of district-wide priorities nor decisively decentralized to make it responsible to local schools.

SECTION 5. TEACHER PARTICIPATION IN SCHOOL-BASED AND DISTRICT-WIDE STAFF DEVELOPMENT ACTIVITIES

In Section 4, we discussed the nature of staff development activities initiated by central office staff and analyzed the costs associated with participation by central office staff in staff development for teachers. In this section, we discuss the nature of staff development activities initiated at the school level. We found a marked difference among the school districts in the extent to which school-based staff development activities were encouraged. In this section, we also analyze the costs of all teacher participation in staff development (including participation in staff development experiences initiated at the school level and in experiences initiated at the central office level).

Four Types of Teacher Time

In fixing the costs of teacher participation in staff development, it is necessary to distinguish four categories of "teacher time." First, much staff development occurs during what we have called salaried work time. Staff development activities during salaried work time are part of the regular work day of the teacher, as reflected in teacher contracts. Further, they do not involve the payment of an additional stipend or of a paid substitute teacher. Regular teachers' meetings, professional days, department and team meetings, early dismissal of students, and teachers' planning periods present opportunities for staff development during salaried work time. The arrangements that allow teachers to participate in staff development during salaried work time sometimes involve another staff member "covering" a teacher's class, but only if the administrator, aide, or other teacher who covers the class is not a specially paid substitute and covers the class as part of his

regular duties. The cost to the district of salaried work time for staff development consists of the salary and benefits paid for that time; thus, if a teacher spent 5% of his/her salaried work time participating in staff development, we would charge 5% of salary plus benefits to staff development.

Second, substitute release time consists of time spent in staff development activities while a substitute teacher receives special pay to cover a teacher's class. To be conservative in our estimates of staff development costs, we have included only the cost of the substitute's time as a cost for staff development activities entailing substitute release time.

Third, stipend time consists of time outside the salaried work period designated in the teachers' contract for which a teacher is paid additional money beyond salary. The cost of this time to the school district, then, is the cost of the teacher stipend.

Fourth, some staff development takes place during the teacher's personal time. If a teacher takes a university course or district-sponsored workshop on a Saturday, for example, and is not paid extra, this staff development activity involves personal time. Since the study was focused on staff development costs incurred by school districts, the cost of personal time is not included in the study. Of course, when teachers use personal time to participate in staff development, the district can incur other types of costs. Leaders for workshops held during personal time must be paid. And if the teacher receives credit for participating in such a workshop that leads to a subsequent salary increase, this salary increase is a staff development cost to the school district that must be analyzed. (Costs of salary increases for participation in staff development are discussed in Section 6.)

School-Level Staff Development Activities

In carrying out the study, we distinguished between staff development activities initiated at the central office (or sub-district) level and staff development activities initiated at the school level. As indicated below, there were marked differences

among the three districts in the extent to which staff development activities initiated at the school level were encouraged within the district.

We conducted the study of Seaside first, and we did not sharply distinguish school-initiated versus central office-initiated activities in our interviews with teachers and principals. Thus, the estimates we arrived at about the extent of school-initiated activities in Seaside are based on a subsequent review of our field notes; we feel confident that our observations about general patterns of school-initiated activity in Seaside are correct, but quantitative estimates of time spent are based on an analysis after the fact. By the time we began the studies of Riverview and Union, the distinction between school-initiated and central office-initiated activities was clearly built into our data collection activities, so that we provide more detailed quantitative breakdowns concerning school-initiated activities for Riverview and Union.

Estimating Teacher Participation in Staff Development Activities

Section 2 describes the methods that we employed in selecting a sample of schools at which to collect information about school-initiated staff development and about the amount of teacher time spent on all types of staff development. In each school district, we visited a sample of the major types of schools (elementary, junior high, high school, elementary magnet, etc.), interviewing the principal, several teachers, and other administrative staff involved in staff development. From information gathered at the sampled schools (which was cross-checked and reconciled with information gathered from the central office), we estimated the extent of school-based staff development and of total teacher time in staff development. Procedures for this estimation process are described in Section 2.

Below, we discuss the patterns we found in each district.

Seaside School District's Staff Development Activities

There was a general commitment to staff development in the Seaside

School District. Time was set aside in the yearly calendar during which local schools could initiate their own staff development activities; many central office staff worked closely with building level staff to develop these activities. School district norms expected teachers to participate in professional responsibilities beyond the teaching day, and this was formally acknowledged in the teachers' contract, which officially designated an eight-hour workday even though the regular school day was only six and a half hours.

Several state policies fostered school-based staff development. A state-supported early childhood education program required early dismissal for staff development once a week. Local schools had considerable control over some state funds going to the district for compensatory education, early childhood education, and other special programs; many schools used part of this money for staff development.

Types of staff development activities largely arranged at the local level in Seaside included:

- Visitations: teachers observed other teachers, schools, demonstration lessons, or various special projects.
- Staff and department meetings: portions of faculty meetings during the school year were used for staff development.
- Shortened day workshops: some schools had programs that dismissed students early on certain days so that staff development workshops could take place at the school (e.g., early childhood education programs had early dismissal one day per week).
- Professional growth day workshops: teachers were paid to prepare for the opening of school for three days before students were present and for one day between semesters; part of this time was used for workshops and seminars at the schools.
- Other workshops and courses: the district operated an extensive set of workshops and courses which, along with many of the other staff development activities, could qualify a teacher for salary increases.
- Planning meetings: district and building committees frequently developed new programs with the help of central office staff and consultants.

While we have chosen to call these six types of activities

school-based staff development, only "staff and department meetings" and "visitations" were entirely school-based; each of the others entailed some district-wide sessions. However, all six types were predominantly school-based.

Teacher participation in staff development activities in Seaside. Table 12 summarizes the data obtained from our interviews in the sampled schools in Seaside. It shows the number of teachers at each school, the total salaried work time hours (number of teachers times the 1440 hour work year), total staff development hours used, the percentage of time involved in staff development, and the breakdown of the staff development hours into the six major types of activities listed above. Quite a variation is shown among the five elementary schools we sampled in percentage of time spent in staff development (from 18.31% to 2.42%). In the first elementary school sampled, the principal was making extensive use of every opportunity for staff development (e.g., promoting visitations, bringing in consultants to faculty meetings, using all the shortened school day time), while the principal in the fifth elementary school was doing little to promote staff development.

The subtotals for each of the three different types of schools show that considerably more salaried work time was spent in staff development at the elementary schools (8.22%) as compared with the junior and senior high schools (5.84% and 5.70%, respectively). While the secondary school teachers spent somewhat more time on the average in the "other workshops and courses" than did the elementary school teachers, the "shortened day workshops" and the extensive use of "staff department meetings" for staff development by some elementary school principals appears to have produced the higher percentage.

Overall percentages of salaried work time spent in staff development at the sampled elementary, junior high, and senior high schools were used to estimate the total hours and the average hours per year that all teachers spent in staff development at Seaside. These

TABLE 12. Salaried Work Time Teachers Spent in School-Based Staff Development Activities in the Sampled Schools of the Seaside School District

SCHOOLS SAMPLED	NUMBER OF TEACHERS	TOTAL HRS. SALARIED WORK TIME	TOTAL STAFF DEVELOP-MENT HRS.	PERCENTAGE STAFF DEVELOPMENT	STAFF DEVELOPMENT ACTIVITIES (IN HOURS)					
					VISITA-TATIONS	STAFF/ DEPT. MEETINGS	SHORTEN DAY WORK-SHOP	PROF. GROWTH DAY WORKSHOP	OTHER WORKSHOPS & COURSES	PLANNING MEETINGS
First Elem. Sch.	11	15,840	2,901	18.31%	415	880	1,320	286	---	---
Second Elem. Sch.	14	20,160	1,512	7.50	---	1,120	---	364	28	---
Third Elem. Sch.	33	47,520	5,858	12.33	545	2,640	---	858	1,695	120
Fourth Elem. Sch.	18	25,920	1,647	6.35	36	---	900	351	---	360
Fifth Elem. Sch.	35	50,400	1,220	2.42	75	350	560	228	---	7
Subtotal	111	159,840	13,138	8.22	1,071	4,990	2,780	2,087	1,723	487
First Jr. High	100	144,000	9,860	6.85	1,260	2,000	---	2,600	3,642	358
Second Jr. High	60	86,400	3,592	4.16	240	---	---	1,560	1,684	108
Subtotal	160	230,400	13,452	5.94	1,500	2,000	---	4,160	5,326	466
First Sr. High	85	122,400	8,460	6.91	---	1,700	---	2,210	4,250	300
Second Sr. High	67	96,480	4,024	4.17	40	1,005	---	1,742	1,101	136
Subtotal	152	218,880	12,484	5.70	40	2,705	---	3,952	5,351	436

same percentages were used to calculate the cost of this salaried work time. Table 13 summarizes these calculations, indicating the total hours per year teachers spent on staff development during salaried work time and the costs of this time. Table 13 also shows the total hours and costs of teacher time when paid substitute teachers or stipends were utilized. Over 93% of the time that teachers in Seaside spent in staff development was during salaried work time without the use of substitute teachers or stipends.

Riverview School District's School-Based Staff Development Activities

In Riverview almost all staff development resulted from programs initiated by the central office and subdistrict office staff. Leadership at the school level for staff development was not generally encouraged and school-based staff development was virtually nonexistent. In many cases such local school initiative was impossible because the schedule was filled with numerous voluntary and mandatory activities sponsored by central office departments. As with Seaside, we found great differences in the level of interest in staff development among school principals in Riverview. However, there was little variation among schools in the percentage of salaried work time devoted to school-based staff development. Even those principals with high interest did not have much "space" for initiating school-based staff development. Principals interested in staff development for their teachers generally encouraged them to take advantage of the many district-sponsored activities.

The school-based staff development activities that did exist in Riverview included:

- Staff and department meetings: portions of faculty meetings during the school year were used for staff development.
- Visitations: teachers observed other teachers or schools.
- In-class assistance: principals or instructional coordinators helped teachers in their classrooms.
- School-based workshops: some schools brought in consultants or district specialists for workshops.

TABLE 13. Cost of Teachers' Staff Development Time in the Seaside School District

	Total Hours Per Year	Cost
Salaried Work Time	539,409	$5,799,000
Substitute Released Time*	31,400	157,000
Stipend Time*	4,400	27,000
Total	575,209	$5,983,000

*Time and cost data were provided for all teachers in the school district by the central office.

Teacher participation in staff development activities in Riverview. Table 14 shows the very limited school-based activities that occurred during teachers' salaried work time in the sampled schools in Riverview. Because of the large number of federal programs in Riverview with staff development components, Table 14 and subsequent analyses present the amount of teacher time spent in staff development activities separately for district and federally funded teachers.

The time teachers spent in district-wide staff development activities sponsored by the central office staff in Riverview is shown in Table 15. Central office specialists made extensive use of inservice days, curriculum workshops, and general workshops to present new curricula and teaching ideas to teachers. Also, teachers were given time off to attend the yearly teachers' convention to promote professional growth. The six reading clinics trained reading specialists in addition to serving children. The distinction between district-paid and federally funded teaching positions was important to make because many workshops were sponsored by the federal programs department for only the federally funded teachers.

Table 16 presents the combined total of school-based and district-wide staff development hours and calculates the percentage of salaried work time they represented. It can be seen that, as in Seaside, elementary teachers tended to spend more time in staff development than did secondary teachers (although the percentages are much smaller than in Seaside). Also the federally funded teachers spent proportionately more staff development time than the district-funded teachers. These percentages were used to calculate the hours spent in staff development by the different types of teachers during salaried work time. We also calculated the costs of this time.

TABLE 14. Salaried Work Time Teachers Spent in School-Based Staff Development Activities in the Sampled Schools of the Riverview School District

SCHOOLS SAMPLED	TEACHER FUNDING	NUMBER OF TEACHERS	TOTAL HRS. SALARIED WORK TIME	TOTAL STAFF DEVELOP-MENT HRS.	PERCENTAGE STAFF DEVELOPMENT	STAFF DEVELOPMENT ACTIVITIES (IN HOURS)			
						STAFF/ DEPT. MEETINGS	VISITA-TIONS	IN-CLASS ASSISTANCE	SCHOOL BOARD WORKSHOPS
First Elem. Sch.	District	20	28,180	3	.01%	-	3	-	-
	Federal	1.5	2,114	0	.00	-	-	-	-
Second Elem. Sch.	District	22	30,998	377	1.22	91	12	4	270
	Federal	9	12,681	105	.83	64	9	5	27
Third Elem. Sch.	District	17	23,953	72	.30	61	11	-	-
	Federal	5	7,045	18	.26	18	-	-	-
Fourth Elem. Sch.	District	12.6	17,753	8	.05	8	-	-	-
	Federal	3	4,227	1	.02	1	-	-	-
Fifth Elem. Sch.	District	21	29,589	47	.16	25	5	-	17
	Federal	6	8,454	8	.09	3	5	-	-
Sixth Elem. Sch.	District	9	12,681	7	.06	-	7	-	-
	Federal	2	2,818	48	1.70	-	48	-	-
Seventh Elem. Sch.	District	29	40,861	14	.03	-	-	14	-
	Federal	4	5,636	0	.00	-	-	-	-
Eighth Elem. Sch.	District	23.1	32,548	159	.49	156	-	3	-
Ninth Elem. Sch.	District	19.9	28,039	535	1.91	269	14	252	-
Tenth Elem. Sch.	District	21.7	30,575	245	.80	130	32	83	-
Subtotal	District	195.3	275,177	1,467	.53	740	84	356	287
	Federal	30.5	42,975	180	.42	86	62	5	27
First High Sch.	District	74	104,266	952	.91	222	-	360	370
Second High Sch.	District	68	95,812	650	.68	612	28	10	-
Third High Sch.	District	84	118,356	125	.11	-	35	90	-
Subtotal	District	226	318,434	1,727	.54	834	63	460	370

TABLE 15. Salaried Work Time Teachers Spent in District-Wide Staff Development Activities in the Riverview School District (in hours)

	Total Hours District-Wide Staff Dev't	Staff Development Activities				
		Inservice Day Training	Teachers' Convention	Reading Clinic	Curriculum Workshops	General Workshops
Elem. School Teachers						
District	71,961	18,172	18,172	13,662	8,204	13,751
Federal	16,910	3,108	3,108	-	7,620	3,074
High School Teachers	18,162	8,001	8,001	-	2,160	-
Total	107,033					

TABLE 16. Combined School-Based and District-Wide Salaried Work Time Teachers Spent in Staff Development in the Riverview School District (in hours)

	Number of Teachers	Total Hours Salaried Work Time	School-Based Staff Development	District-Wide Staff Development	Total Staff Development	Percentage Staff Development
Elem. Sch. Teachers						
District	2,550	3,592,950	19,048	71,961	91,009	2.53%
Federal	440	619,960	2,605	16,910	19,515	3.15
High School Teachers	1,110	1,563,990	8,447	18,162	26,609	1.70
Total	4,100	5,776,900	30,100	107,033	137,133	
Average*						(2.37%)

*Computed from total salaried work time and total staff development time for all teachers.

Table 17 summarizes the total time and total cost data for the three different arrangements of teachers' time in staff development (salaried work time, substitute release time, and stipend time). In contrast to Seaside (where 93% of the total of teachers' staff development hours came from salaried work time), 50% of the total hours spent on staff development in Riverview were in salaried work time and about 37% were in stipend time. And, as we have seen, much less teacher time overall was spent in staff development in Riverview than in Seaside. As will be discussed in the next section on incentives for staff development, the relatively large amount of time that Riverview teachers spent in staff development activities for which they were reimbursed by stipends was related to the district's school desegregation effort.

Union School District's School-Based Staff Development Activities

In Union we documented two major sources of school-based staff development activities: (1) those related to the desegregation efforts of the staff development teams and (2) voluntary after-school planning and program development fostered by principals, supervisors, and teachers themselves. Pronounced collegiality existed in many of the small geographically dispersed schools in Union, and it appeared that school building staffs had decided to rely more on one another as the financial resources of the district became tighter and loose money for staff development experiences disappeared.

The types of school-based staff development activities we found in the sampled schools included:

- Staff and department meetings: portions of the faculty meetings during the school year used for staff development.
- Planning meetings: district and building committees and groups of teachers convened to plan program curricula, etc. (e.g., the meetings with staff development specialists to develop local desegregation plans).

TABLE 17.--Cost of Teachers' Staff Development Time in the Riverview School District

	Total Hours Per Year	Cost
Salaried Work Time	137,133	$1,492,000
Substitute Released Time*	28,884	132,000
Stipend Time *	95,333	572,000
Total	261,350	$2,196,000

*Time and cost data were provided for all teachers in the school district by the central office.

- Visitations: teachers observing other teachers, schools, and programs.
- In-class assistance: teachers receiving direct assistance or feedback from specialists, supervisors, or principals on instructional matter.
- School-based workshops: sessions arranged by the principals and teachers for their local schools.
- Staff development days: alternating schools devoting one full day each month to staff development sessions at the school.

Teacher participation in staff development activities in Union. Table 18 summarizes the data obtained from our interviews in the sampled schools in Union. It shows the time spent on staff development by district funded and federally funded teachers at each sampled school in the six types of staff development activities listed above. Six kinds of schools were sampled (elementary, junior high, senior high, alternative, special, and career schools) so that differences in the extent of school-based staff development activity could be noted.

While there is much more school-based staff development in Union's schools than in Riverview's, the percentages fall far short of those for Seaside. Only in the alternative and career schools (which placed special emphasis on staff development because of the experimental nature of the schools' programs) did teachers spend more than 5% of salaried work time in staff development. The average percentages for salaried work time spent in school-based staff development in the sampled schools were used to estimate the total hours per year that teachers at each of these kinds of schools spent in school-based staff development activities.

Time spent in district-wide staff development activities sponsored by the central office staff in Union is shown in Table 19.

TABLE 18. Salaried Work Time Teachers Spent in School-Based Staff Development Activities in the Union School District

SCHOOLS SAMPLED	TEACHER FUNDING	NUMBER OF TEACHERS	TOTAL HRS. SALARIED WORK TIME	TOTAL STAFF DEVELOP-MENT HRS.	PERCENTAGE STAFF DEVELOPMENT	STAFF DEVELOPMENT ACTIVITIES (IN HOURS)					
						STAFF/ DEPT. MEETINGS	PLANNING MEETINGS	VISITA-TIONS	IN-CLASS ASSISTANCE	SCHOOL BOARD WORKSHOPS	STAFF DEVEL-OPMENT DAYS WORKSHOPS
First Elem. Sch.	District	15.5	22,785	540	2.37%	310	4	7	191	28	---
	Federal	3.5	5,145	180	3.50	70	---	---	104	6	---
Second Elem. Sch.	District	18	26,460	505	1.91	360	---	---	37	108	---
	Federal	5	7,350	140	1.90	100	---	---	27	13	---
Third Elem. Sch.	District	18	26,460	401	1.52	80	180	---	---	141	---
	Federal	4	5,880	87	1.48	16	16	---	---	55	---
Fourth Elem. Sch.	District	18	26,460	747	2.82	108	241	3	175	220	---
	Federal	2	2,940	83	2.82	12	15	---	15	41	---
Fifth Elem. Sch.	District	12	17,640	352	2.00	---	134	---	60	158	---
	Federal	2	2,940	34	1.16	---	---	---	5	29	---
Sixth Elem. Sch.	District	19	27,930	884	3.17	285	115	---	390	94	---
	Federal	1	1,470	47	3.20	15	15	---	13	4	---
Seventh Elem. Sch.	District	10	14,700	302	2.05	80	61	---	60	101	---
Eighth Elem. Sch.	District	14	20,580	390	1.90	---	129	---	126	135	---
Ninth Elem. Sch.	District	16	23,520	380	1.62	---	85	---	204	91	---
Tenth Elem. Sch.	District	18	26,460	545	2.06	---	162	33	180	170	---
Eleventh Elem. Sch.	District	10	14,700	572	3.89	100	125	---	195	152	---
Subtotal	District	168.5	247,695	5,618	2.27	1,323	1,236	43	1,618	1,398	---
	Federal	17.5	25,725	571	2.22	213	46	---	164	148	---
First Jr. H.S.	District	32	47,040	639	1.36	192	185	18	59	185	---
Second Jr. H.S.	District	36	52,920	1,736	3.28	900	104	113	504	115	---
	Federal	2	2,940	98	3.33	50	6	---	28	14	---
Subtotal	District	68	99,960	2,375	2.38	1,092	289	131	563	300	---
	Federal	2	2,940	98	3.33	50	6	---	28	14	---
First Sr. H.S.	District	51	74,970	1,518	2.02	337	561	---	195	425	---
Second Sr. H.S.	District	27	39,690	1,275	3.21	324	12	75	720	144	---
Subtotal	District	78	114,660	2,793	2.44	661	573	75	915	569	---
Alternative Sch.	District	18	26,460	3,021	11.42	270	49	---	888	464	1,350
	Federal	3	4,410	503	11.41	45	8	---	148	77	225
Special Sch. Dist.	District	13	19,110	644	3.37	---	163	8	227	246	---
Career Sch. Dist.	District	45	66,150	3,525	5.33	---	1,050	480	780	1,215	---

TABLE 19. Salaried Work Time Teachers Spent in District-Wide Staff Development Activities by Funding Source in the Union School District

Teachers' Funding Source	Number of Teachers	Total District-Wide Staff Dev't (In Hours)	Staff Development Activities (In Hours)				Avg. Hrs. Per Teacher in District-Wide Staff Dev't
			Teachers' Convention	Curriculum Workshops	Desegregation Workshops	General Workshops	
District	3,980	14,945	3,938	513	7,509	2,985	3.76
Federal	220	15,568	375	6,751	1,242	7,108	70.76
Total	4,200	30,513					

This table indicates that much more time was spent by federally funded teachers in district-wide staff development than by district funded teachers. The state teachers' convention affected staff development time equally between the two types of teachers. The desegregation workshops held by the staff development specialists affected the federal teachers somewhat more heavily because all of the schools receiving Title I funds (and hence having federally funded teachers) were involved in desegregation, whereas some of the non-Title I schools were not desegregating. However, there were a very large number of curriculum and general workshops held exclusively for the 220 federally funded teachers.

Table 20 combines the hours spent in school-based and district-wide staff development and shows the higher percentage of time that federally funded teachers spent in staff development (7.70% vs. 2.85% for district-funded teachers). These percentages were used to compute the costs of this staff development time.

Table 21 summarizes the total time and cost data for the three different arrangements for teacher time in staff development (salaried work time, substitute release time, and stipend time). As in Seaside, over 90% of the total hours per year that Union's teachers spent in staff development was during salaried work time.

Comparing the Extent of Teacher Participation in Staff Development

The previous analyses showed that the Seaside School District's pattern of providing staff development activities for teachers was markedly different from those of Riverview and Union. Table 22 indicates the average amount of time a teacher in each district spent in the three different arrangements for staff development. On the average a teacher in Seaside spent 108 hours in staff development,

TABLE 20.--Combined School-Based and District-Wide Salaried Work Time Teachers Spent in Staff Development During School Year (In Hours) by Funding Source in the Union School District

Teachers' Funding Source	Number of Teachers	Total Hours Salaried Work Time	School-Based Staff Development	District-Wide Staff Development	Total Staff Development	Percentage Staff Development
District	3,980	5,850,600	152,958	14,945	166,904	2.85%
Federal	220	323,400	9,346	15,568	24,914	7.70%
Total	4,200	6,174,000	161,304	30,513	191,818	
Average*						(3.11%)

*Computed from total salaried work time and total staff development time for all teachers.

TABLE 21.--Cost of Teachers' Staff Development Time in the Union School District

	Total Hours Per Year	Cost
Salaried Work Time	191,818	$2,229,000
Substitute Release Time*	14,800	74,000
Stipend Time*	4,500	27,000
Total	211,118	$2,330,000

*Time and cost data were provided for all teachers in the school district by the central office.

TABLE 22.--Average Number of Hours per Teacher Spent in Staff Development during the School Year in the Three School Districts

	Seaside School District	Riverview School District	Union School District
Salaried Work Time	101.71	33.45	45.67
Substitute Released Time	5.92	7.04	3.52
Stipend Time	.83	23.25	1.07
Totals	108.46	63.74	50.26

while a Riverview teacher spent 64 hours and a Union teacher spent 50 hours. Thus, Seaside teachers spent roughly twice as much time on staff development as did teachers in Riverview and Union.

Major differences in the use of salaried work time and stipend time are also apparent. In Seaside over 100 hours per year was spent by an average teacher in staff development during salaried work time. Teachers in Riverview spent only 33 hours during salaried work time, and teachers in Union only 46 hours. However, Riverview paid for over 23 hours per teacher in stipend time for staff development, compared to about an hour a year per teacher in Seaside and Union. Riverview also paid for more substitute release time than did the other two, but the difference was not large.

It should be noted that these three arrangements for staff development, analyzed in Table 23, have different cost implications for a district. Theoretically, the salaried work time that teachers spend in staff development can be increased within some limits without adding any additional "cost" to the school district, because the professional staff are given fixed salaries for a contracted workday and work year. How much of this time is spent in staff development is a matter of some discretion. A district is usually bound by state code to provide a certain number of hours of instruction for students and by teacher agreements to allow such things as teacher preparation time, but there are some hours of salaried work time in the school year that can be used for staff development by teachers. However, substitute teacher release time and stipend time are "additional costs" to a school district, which can be increased only by allocating additional monies.

From this perspective, Riverview and Union were using less of the time available to them for staff development within the salaried work time of teachers than was Seaside. Also, Riverview was attempting to generate more time for staff development by paying teachers stipends, which cost the district $572,000, for time beyond the teachers' contract. The implications of such policies will be examined in the discussion of incentives for participation in staff development in the next section.

TABLE 23. Cost of Teachers' Time Spent in Staff Development in the Three School Districts

	Seaside School District	Riverview School District	Union School District
Salaried Work Time	$5,799,000	$1,492,000	$2,229,000
Substitute Released Time*	157,000	132,000	74,000
Stipend Time**	27,000	572,000	27,000
Total	$5,983,000	$2,196,000	$2,330,000

*Costs are based on salaries and benefits paid to the substitute teachers hired to release classroom teachers for staff development.

**Costs are only for the actual stipends paid.

Patterns of Teacher Participation in School-Based vs. District-Wide Activities

The three school districts studied showed several differences in the configuration of staff development activities in which teachers participated. In Seaside the large number of central office staff members involved in staff development both initiated their own activities and supported activities initiated at the school level. Riverview also had a large group of central office people doing staff development, but their work was definitely not focused on the local schools. Their activity was district-wide, focusing on topics and needs determined by these largely autonomous specialists. Virtually no school-based staff development existed in Riverview.

In Union, financial pressures had reduced much of the district-wide staff development activity for teachers, except for those involved in federal programs. A new initiative in desegregation (supported by district funds during the year studied) did encourage some school-based staff development. In addition, the reduction of central office-sponsored staff development activities seemed to have been "replaced" by some school-based activities generated by teachers and principals in the relatively small, geographically dispersed schools.

Reviewing the patterns across all three districts, we found that the following factors either encouraged or discouraged staff development initiative at the school level:

- District scheduling that allowed time for school-initiated staff development strongly encouraged it.
- Structuring the jobs of central office staff so that they included responding to needs identified by local schools encouraged school-initiated staff development.
- Decentralization of budgeting and planning decisions to the school level encouraged school-initiated staff development.

- The commitment to staff development of the building principal could greatly increase the level of school-initiated staff development activity, but this effect was diminished if the central office did not encourage such staff development through its district-wide policies.
- The development of a belief among teachers that staff development was part of their professional responsibility encouraged school-initiated staff development; the development of a belief that teachers should be paid extra for staff development participation discouraged it.
- The existence of collegiality and a sense of special shared purpose at the school-building level encouraged school-initiated staff development. Given such commitment, the availability of such resources as substitute time and consultant money influenced the extent of the staff development participation.
- The existence of an extensive set of staff development experiences devised independently by the central office staff discouraged school-initiated staff development.

SECTION 6. INCENTIVES FOR TEACHERS TO PARTICIPATE IN STAFF DEVELOPMENT

Four Monetary Incentives

It is clear that in fact many teachers do not participate voluntarily in staff development. The reason frequently given in our interviews was that the school districts' inservice programs were "boring," "irrelevant," "impractical," "busy work." Thus, one possible avenue for increasing participation is to improve the quality of the experiences themselves, and we frequently heard from teachers that this could be accomplished by giving teachers a larger role in designing them. The effect of various intrinsic incentives for participating in staff development deserves careful study. Such issues of quality are beyond the scope of our research.

However, our study does illuminate the nature of monetary incentives for staff development participation. These incentives represent a sizable school district expenditure, but school district staff do not usually reflect on their impact. The three school districts we studied made differing uses of four major types of monetary incentives:

- substitute release time: hiring a substitute teacher to take a teacher's class or classes while the teacher participated in staff development
- stipend time: paying a teacher additional money beyond his regular salary to attend a staff development session outside of the salaried work time
- sabbatical: paying a teacher a portion of his/her salary during leave of absence (usually a year) to pursue some educational of professional growth experience
- salary increase for educational attainment: moving a teacher one (or several) steps up the educational attainment index of the salary scale because he has completed course work, degrees, or educational experiences sanctioned by the school district.

These four incentives are obviously quite different. The use of substitute release time for staff development does not compensate the teacher monetarily, but it does allow the teacher to participate in staff development during time for which he/she is already being paid. Stipend time requires that additional time beyond the workday be spent in staff development activities and does not reimburse the teacher at the same hourly rate as salaried work time. However, stipend time does provide extra income and follows an often stated guideline of teacher unionists, "extra pay for extra work." Sabbaticals do not fully compensate the teacher for the time spent away from the classroom; usually the teacher receives half pay or less. However, sabbaticals can provide time off from teaching with some financial benefits to complete graduate degrees that lead to salary increases.

The incentives involved in salary increases for educational attainment are complex to analyze. They are often linked to state recertification standards and to school district-university relationships. Also, they are often seen by teachers as part of the school district's "benefits" rather than as an incentive or reward for improvement. Further, salary increases have both short- and long-term costs to the district. In the school year immediately subsequent to the teacher's qualifying for an educational increase, the school district must pay an additional amount in salary to the teacher (a short-term cost to the district). However, that additional amount of salary will be paid to that teacher every year that he/she remains a teacher in the district (a long-term cost to the district).

The costs of these four monetary incentives for teachers in Seaside, Riverview, and Union are shown in Table 24. The total cost of each incentive to the district and the average cost per teacher are presented. One can see that stipend time in Riverview and salary increases in Seaside were major expenditures, significantly greater than the other incentives.

Substitute release time was used to a lesser degree in Union than in the other two districts. In previous years, substitute release time had been more prevalent in Union (comparable to Seaside and Riverview), but it was reduced during financial retrench-

TABLE 24 Costs of Incentives for Teachers to Participate in Staff Development in the Three School Districts

Incentive	School District	Cost Staff Devel.	Cost Per Teacher	Time (In Hours)	Time per Teacher (In Hours)	Number of Teachers	Percentage of Teachers Involved
Substitute Release Time	Seaside	$ 157,000	$ 29.62	31,400	5.92	-	-
	Riverview	132,000	32.20	28,884	7.04	-	-
	Union	74,000	17.62	14,800	3.52	-	-
Stipend Time	Seaside	27,000	5.09	4,400	.83	-	-
	Riverview	572,000	139.51	95,333	23.25	-	-
	Union	27,000	6.43	4,500	1.07	-	-
Sabbaticals	Seaside	86,000	16.23	-	-	10	0.19%
	Riverview	158,000	38.54	-	-	16	0.39
	Union	138,000	32.86	-	-	12	0.28
Salary Increases	Seaside	870,000	164.15	-	-	902	17.02
	Riverview	205,000	50.00	-	-	205	5.00
	Union	199,000	47.38	-	-	250	5.95

ment. Riverview appears to have invested somewhat more in substitute release time than Seaside.

Stipend time was a major incentive for staff development in Riverview but a minor one in the other two districts. Riverview paid selected teachers $572,000 for several weeks of summer curriculum development, a month of start-up planning at magnet schools in the summer, and numerous Saturday and after-school workshops during the school year for desegregation and human relations. The average teacher was reimbursed for 23.25 hours through stipends. Of course, not all of the district teachers participated in these programs. The district estimated that less than a third participated, which would mean roughly 70 hours per participating teacher or over $500 in additional salary.

Sabbaticals affected very few teachers in the three districts. Each year, as Table 24 indicates, fewer than 1% of the teachers were on sabbatical leave. However as all of the salary that was paid to teachers on sabbatical was a staff development cost, significant sums of money were involved.

Seaside made major use of salary increases as an incentive, compared with the other two districts. The $870,000 that Seaside spent on short-term salary increases for completion of education credits was more than three times as much as the other two districts spent. Also, as Table 24 indicates, about four times as many teachers in Seaside received salary increases as in the other two districts. Further, the costs of salary increases shown in Table 24 are only short-term costs for increases granted for the year under study. While it was not possible for us to accurately analyze long-term costs of these increases, one should remember, for example, that if the average teacher in a district continues to teach for ten years after receiving an educational increase of $1,000 per year, the long-term cost of this increase to the district is $10,000.

Below, we analyze the nature of the salary increase systems in the three school districts in more detail.

Analysis of Salary Increase Systems

Each of the three school districts awarded salary increases to teachers for completing educational course work. Universities and colleges in the three cities offered courses and degree programs for teachers that counted towards these salary increases. However, each district also had other important arrangements to encourage teachers to complete educational credits. Seaside offered an extensive set of in-district courses, workshops, and seminars which counted towards salary increases. Riverview School District administered a private endowment fund which gave $184,000 in tuition scholarships for teachers to take university courses. Union School District offered some professional growth courses, many of which counted towards salary increases. Also Union had agreements with four nearby universities through which the district earned tuition credits for its teachers by accepting student teachers from the universities. In the year studied, Union teachers used $287,000 in tuition credits. Both the $184,000 in scholarships in Riverview and the $287,000 in tuition credits in Union were excluded from the cost analysis of incentives because they were not part of the districts' expenditures. They do, however, represent sizable staff development incentives in the complex system for encouraging salary increases.

Tables 25, 26, and 27 present the entire salary schedules for the three districts. Each schedule also indicates the number of teachers at each longevity step and each educational attainment level.[18]

Both the structure of the salary schedules and the distribution of teachers on them were markedly different in the three districts. Looking first at differences in the structures of the scales, one can see that Seaside's salary schedule had six levels of educational attainment; Riverview's had four; and Union's had five (see Table 28). However, Seaside's schedule did not place great emphasis on attaining graduate degrees. A teacher could attain four of the six levels in Seaside without getting a master's degree. Thus, through the extensive set of in-district staff development activities, teachers

TABLE 25. Teachers' Salary Schedule
for the Seaside School District

	CLASS A BACHELOR'S DEGREE		CLASS B BA PLUS 18 SEM. HOURS		CLASS C BA PLUS 36 SEM. HOURS OR MA		CLASS D BA PLUS 60 SEM. HOURS OR BA PLUS 54 SEM. HOURS WITH MA		CLASS E BA PLUS 72 SEM. HOURS WITH MA		CLASS F BA PLUS 90 SEM. HOURS WITH MA	
STEP	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.	Amount	No.
1	$ 9443	21	$10057	41	$10671	28	$11284	1	$11898	1	$12512	1
2	9821	25	10435	35	11048	79	11662	15	12276	1	12890	
3	10214	15	10827	42	11441	52	12055	12	12669	3	13283	1
4	10622	14	11236	25	11850	73	12464	31	13078	8	13691	3
5	11047	9	11661	36	12275	105	12889	55	13503	6	14116	7
6	11489	15	12103	32	12717	126	13331	74	13944	20	14558	19
7	11949	8	12563	26	13177	123	13791	91	14404	17	15018	31
8	12427	7	13041	31	13655	93	14268	71	14882	17	15496	43
9	12924	11	13537	23	14151	68	14765	72	15379	14	15993	44
10	13440	43	14054	23	14668	71	15282	82	15895	26	16509	49
11			14591	131	15205	62	15819	56	16432	17	17047	64
12					15764	439	16378	56	16992	18	17606	53
13							16960	816	17574	24	18187	62
14									18178	138	18792	127
15											19420	1299
Positions	(3.1%)	168	(8.1%)	445	(24.1%)	1319	(26.1%)	1432	(5.7%)	310	(32.9%)	1803

TABLE 26. Teachers' Salary Schedule
for the Riverview School District

	Bachelor's Degree		Master's Degree		Master's Plus 30 sem. hrs.		Ph.D. Degree	
STEP	AMOUNT	NO.	AMOUNT	NO.	AMOUNT	NO.	AMOUNT	NO.
1	$9,250	25	$ 10,250	1	$ 11,250	0	$ 12,250	0
2	9,750	393	10,750	33	11,750	7	12,750	1
3	10,250	119	11,250	31	12,250	3	13,250	0
4	10,750	110	11,750	27	12,750	6	13,750	0
5	11,250	165	12,250	93	13,250	9	14,250	1
6	11,750	200	12,750	81	13,750	22	14,850	1
7	12,250	278	13,250	75	14,250	10	15,350	1
8	12,750	157	13,750	83	14,850	22	15,850	2
9	13,250	82	14,250	47	15,350	22	16,350	0
10	13,750	149	14,850	69	15,850	16	16,850	0
11	14,250	66	15,350	72	16,350	18	17,350	1
12	14,850	64	14,850	20	16,850	19	17,850	1
13	15,350	71	16,350	29	17,350	19	18,350	1
14	15,850	52	16,850	73	17,850	25	18,850	1
15	16,350	348	17,350	272	18,350	219	19,350	11
Total	(61.2%)	2,279	(27.0%)	1,006	(11.2%)	417	(0.6%)	21

TABLE 27. Teachers' Salary Schedule for the Union School District

STEP	Bachelor's Degree AMOUNT	NO.	Bachelor's Plus 15 sem. Hrs. AMOUNT	NO.	Master's Degree AMOUNT	NO.	Master's Plus 30 sem. Hrs. AMOUNT	NO.	Ph.D. Degree AMOUNT	NO.
1	$10,418	140	$10,720	37	$11,554	17	$11,772	2	$12,533	--
2	10,835	82	11,147	28	12,012	11	12,252	1	13,033	--
3	11,272	80	11,595	40	12,491	13	12,741	2	13,554	--
4	11,720	94	12,054	41	12,991	28	13,241	1	14,096	2
5	12,189	108	12,543	52	13,512	40	13,773	7	14,658	1
6	12,679	137	13,043	70	14,054	70	14,325	6	15,242	1
7	13,179	126	13,564	72	14,616	105	14,898	10	15,856	--
8	13,710	95	14,106	53	15,200	67	15,502	7	16,492	--
9	14,262	108	14,669	46	15,804	116	16,117	6	17,148	3
10	14,825	78	15,252	56	16,440	115	16,763	8	17,836	--
11	15,419	80	15,867	40	17,096	97	17,429	12	18,544	2
12	16,044	47	16,502	35	17,784	76	18,127	10	19,284	--
13	16,679	58	17,158	45	18,492	66	18,857	14	20,065	1
14	17,346	45	17,846	49	19,232	62	19,607	15	20,857	3
15	18,044	387	18,505	334	20,003	479	20,398	99	21,701	9
Total	(39.2%)	1,665	(23.5%)	998	(32.1%)	1,362	(4.7%)	200	(0.5%)	22

TABLE 28. Salary Increase for Completing Educational Credits Provided by the Three Districts for an Eighth-Year Teacher

SEASIDE		RIVERVIEW		UNION	
Steps	Salary (+ increase) over B.A.*)	Steps	Salary (+ increase) over B.A.*)	Steps	Salary (+ increase) over B.A.*)
B.A.	$12,427 ($0)	B.A.	$12,750 ($0)	B.A.	$12,555 ($0)
B.A. plus 18 sem. hrs.	$13,041 (+ $614)	-	-	B.A. plus 15 sem. hrs.	$12,917 (+ $362)
B.A. plus 36 sem. hrs. or M.A.	$13,655 (+ $1,228)	M.A.	$13,750 (+ $1,000)	M.A.	$13,919 (+ $1,364)
B.A. plus 60 sem. hrs. or M.A. plus 24 sem. hrs.	$14,268 (+ $1,841)	-	-	-	-
-	-	M.A. plus 30 sem. hrs.	$14,850 (+ $2,100)	M.A. plus 30 sem. hrs.	$14,196 (+ $1,641)
M.A. plus 42 sem. hrs.	$14,882 (+ $2,455)	-	-	-	-
M.A. plus 60 sem. hrs.	$15,496 (+ $3,069)	-	-	-	-
-	-	Ph.D.	$15,850 (+ 3,100)	Ph.D.	$15,102 (+ $2,547)

* Figure in parentheses for each step indicates amount of additional salary teachers who completed this step receive beyond the salary they would receive if they were in the initial B.A. step.

could earn semester hour credits and attain Class D on the scale without taking university courses. In addition, the top level of Seaside's schedule did not require obtaining a Ph.D. as in the other two districts.

In contrast to Seaside, both Riverview and Union had structures that strongly emphasized graduate degrees. As Table 28 indicates, Union had only two steps on its scale that did not require another degree, while Riverview had only one.

The amounts of salary increases for particular steps were also quite different across the three districts. The steps (or classes) in Seaside increased by a fixed amount: $614 or 6.5% of a beginning teacher's salary. The steps in Riverview increased $1,000-1,100 (roughly 10% of a beginning teacher's salary). Union, however, awarded greater increases for completing degrees than for reaching intermediate steps. For example, the increases between the steps for an eighth-year teacher in Union were:

- $362 additional for 15 semester hours beyond a B.A. degree
- $1,002 additional for an M.A. degree
- $277 additional for 30 semester hours beyond an M.A. degree
- $906 additional for a Ph.D. degree

Table 28 highlights the difference in the salary schedules of the three districts by showing the basic steps in the schedule and amount of money paid to a typical eighth-year teacher. Several important differences should be noted. Because Seaside had only two steps that required an M.A. degree, the typical eighth-year teacher could have obtained an additional $1,841 by taking courses, without completing an M.A. However, in Union the same teacher would have received only $362 and in Riverview nothing at all. Similarly, a Seaside teacher with an M.A. who took additional courses could obtain $3,069 above the B.A. salary without completing a doctorate. However, in Riverview and Union the same teacher would have received substantially less ($2,100 and $1,641 respectively). In our view, the structure of this Seaside incentive system was a major reason that Seaside had a higher percentage

of teachers increasing their salaries by completing educational credits and consequently spent four times as much on these increases as the other two districts.

The distribution of teachers on these salary scales also differs significantly among the districts. In Seaside 32.9% of the teachers had reached the highest step for educational increases, while in Riverview and Union only a small percentage of teachers had moved into the two highest steps (11.8% in Riverview and 5.2% in Union). Seaside's salary schedule and arrangements for in-district staff development appear to have acted as a strong incentive for teachers to move all the way up the salary scale. And for the nearly one-third who had reached the highest level, the system does not continue to be any incentive.[19] Also, as teachers stay longer in the system, the long-term costs of educational increases paid in the past will grow significantly.

In Riverview a majority of the teachers had not received master's degrees (61.2%). While a salary increase of $1,000 a year would seem to be a substantial incentive, it apparently was not. Through sampling the personnel cards of 1,000 teachers in the district, we found that two-thirds of the teachers had never completed an educational salary increase step (although many had taken courses). They had remained at the same level at which they had entered the system. For the majority of Riverview's teachers, including those who may be most in need of staff development, the educational salary increase system provided little incentive for involvement.

The distribution of teachers on the salary scale in Union is roughly similar to that in Riverview. The two districts had comparable percentages of teachers who had obtained M.A. degrees (27.0% in Riverview versus 32.1% in Union).

Summary

It appears from these data that Seaside and Riverview chose to rely on one of the four monetary incentives in their arrangements for staff development, but financial retrenchment in Union

had generally restricted use of any monetary incentives. Seaside's numerous in-district alternatives to university course work and a salary scale that de-emphasized graduate degrees was a greater inducement to participation than the emphasis on university courses and the degree-oriented schedules of Riverview and Union.

Riverview emphasized the use of stipends as a monetary incentive, at least during the period of school desegregation that we studied. It appeared that as a result, a strong norm was developing that teachers should be paid extra for participating in any staff development experiences; voluntarism was on the decline. Riverview may have problems carrying out staff development programs after federal desegregation funding ends, unless they allocate increasingly tight district funds or Title I funds to pay teachers for staff development participation.

Union was not making extensive use of any monetary incentive for staff development. Severe financial crisis had made heavy use of such incentives impossible.

SECTION 7. ANALYSIS OF MAJOR STAFF DEVELOPMENT EXPENDITURES AND THEIR FUNDING SOURCES

Ten Major Staff Development Expenditures

The preceding sections of this report have described different types of staff development activities and programs in the three school districts and estimated the expenses associated with those activities. In this section we will summarize these expenditures in ten categories. This analysis will highlight the major differences in resource allocation among the three districts that have been discussed in the previous sections. This summary analysis is presented in Table 29. The first four major expenditure categories presented in Table 29 reflect the use of salaried work time for staff development; we have determined the percentage of time within the regular work year that four groups of staff members spent in teacher staff development and calculated the cost of that part of their salaries. The four groups of staff members are:

- district staff (central and subdistrict office leaders of staff development)
- school administrators (principals, vice principals, assistant principals, and deans)
- teachers (classroom teachers assigned to school buildings)
- instructional aides (assigned to classrooms in schools)

There are six other categories of staff development expenditures summarized in Table 29:

- consultant fees for developing and leading staff development activities
- substitute costs to free teachers' time
- teacher stipends
- sabbaticals
- salary increases for completing educational requirements

TABLE 29. Total Staff Development Costs for the Three School Districts by Major Cost Categories

	Seaside School District	Percentage	Riverview School District	Percentage	Union School District	Percentage
District Staff Salaries & Benefits	$1,638,000	17.5%	$1,505,000	32.7%	$1,064,000	26.1%
School Administrators Salaries & Benefits	484,000	5.2%	113,000	2.5%	193,000	4.7%
Teachers Salaries & Benefits	5,799,000	61.9%	1,492,000	32.4%	2,229,000	54.8%
Instructional Aides Salaries & Benefits	97,000	1.0%	43,000	0.9%	86,000	2.1%
Consultant Fees	158,000	1.7%	212,000	4.6%	48,000	1.2%
Substitute Costs	157,000	1.7%	132,000	2.9%	74,000	1.8%
Teacher Stipends	27,000	0.3%	572,000	12.4%	27,000	0.7%
Sabbaticals	86,000	0.9%	158,000	3.4%	138,000	3.4%
Salary Increases	870,000	9.3%	205,000	4.4%	199,000	4.9%
Other Direct Costs	52,000	0.6%	175,000	3.8%	11,000	0.3%
Total Staff Development Costs	$9,368,000	100.0%	$4,607,000	100.0%	$4,069,000	100.0%

- Other direct costs (e.g., conference fees, dues for membership in professional organizations, publications and training materials, workshop facilities rental, equipment, and postage)

Table 29 arranges the total staff development costs for the three school districts in these ten categories. It will be recalled that Table 3 showed that the $9.3 million that Seaside spent on staff development represented a much higher percentage of its current expense of education (5.72%) than Riverview's $4.6 million (3.76%) and Union's $4 million (3.28%). This large difference indicates that Seaside's reputation for an emphasis on staff development was reflected in the way the district spent its money.

The patterns of expenditure for staff development across the three school districts (reflected in the percentages of staff development funds allocated to various expense categories in Table 29) also varied significantly. Seaside and Union spent the most on teachers' regular salaries and benefits (61.9% of the total in Seaside and 54.8% of the total in Union). However, Riverview spent only 32.4% of its staff development funds on teacher salaries and benefits, while spending 32.7% of its funds on the district (central office) staff who planned and led staff development activities.

For all three districts, the costs of teacher salaries and benefits and district salaries and benefits were the two largest single items. Beyond these two categories, there was no cost category in Union that accounted for more than 5% of the total expenditure. However, as discussed earlier, Seaside spent a substantial amount (9.3%) on short-term salary increases and Riverview spent a substantial amount on teacher stipends (12.4%).

Overall, Table 29 shows a striking difference in the pattern of staff development resource allocation between Seaside and Riverview. Seaside allocated almost 75% of its staff development funds to teachers (in support of salaried work time for staff development, salary increases, substitutes, sabbaticals, and stipends). In contrast, Riverview allocated only 55% of its monies to teachers, while

Union was in between with about 67%. And Riverview allocated 37% of its funds to central office staff development leaders and consultants, while Union allocated 27%, and Seaside 19%. (It should be noted, however, that while Seaside has the lowest percentage of funds allocated to these central office leaders and consultants, the fact that Seaside spent so much more money on staff development than the other two districts still means that its expenditure for central office categories was large.)

Funding Sources for Staff Development Expenditures

Table 30 indicates how the total staff development costs in the three districts were divided among the three funding sources: general funds, federal funds, and other funds. A sharp contrast between Seaside and Riverview is once again apparent. While the majority of the funds for staff development in each district came from the general fund, the proportions varied considerably. Almost 92% of Seaside's staff development costs were paid by general fund monies, with relatively little coming from federal and other funds. Union's pattern is similar to Seaside's, but with a somewhat higher percentage from federal and other funds. However, in Riverview, a much higher percentage of staff development costs were paid from federal funds (37.7%) than in the other two districts. Also, Riverview drew a higher percentage of its staff development resources from other funds and a substantially lower percentage from general funds, compared with the other two districts.

Having established the amounts and percentages of staff development money coming from general, federal, and other funds, we next asked how the use of these funds for staff development by each school district compared with their overall use of these three funds to support the district's educational program. We asked, for example, whether Riverview's substantial use of federal funds to support staff development was merely a reflection of the fact that the whole educational program of Riverview was heavily supported by federal funds.

TABLE 30. Total Staff Development Costs in the Three School Districts by Funding Source

	General Funds		Federal Funds		Other Funds		Total	
	Staff Dev. Costs	Percent	Staff Dev. Costs	Percent	Staff Dev. Costs	Percent	Staff Dev. Costs	Percent
Seaside School District	$8,595,000	91.7%	$ 430,000	4.6%	$343,000	3.7%	$9,368,000	100.0%
Riverview School District	2,567,000	55.7	1,736,000	37.7	304,000	6.6	4,607,000	100.0
Union School District	3,459,000	85.0	414,000	10.2	196,000	4.8	4,069,000	100.0

The results of this analysis are presented in Table 31. In reviewing the table, one can compare the percentage of the district's current expense of education drawn from a particular funding source with the percentage of staff development costs drawn from that funding source. The most striking discrepancies in these percentages concern Riverview. While Riverview draws 83.8% of its current expense of education from general funds, it draws only 55.7% of its total staff development costs from the general fund. And while it draws 12.9% of its current expense of education from federal funds (somewhat higher than the other two districts), it draws 37.7% of its total staff development costs from federal funds. Thus, Riverview does support its current expense of education from federal funds to a greater extent than the other two districts, but is relying even more heavily on federal funds for its staff development program than it is to support its overall educational program.

Tables 32-34 indicate how the ten categories of staff development expenditures were apportioned among the three funding sources. Because such a high percentage of Seaside's staff development money came from general funds, it is not surprising that Table 32 shows that the three largest staff development expenditures in Seaside (teachers, district staff, and salary increases) came largely from general funds. These large expenditures reflect the emphasis that Seaside placed upon school-based staff development, the emphasis on staff development involvement by many central office staff, and the nature of the salary schedule.

The pattern in Riverview (Table 33) was quite different from Seaside. The largest staff development expenditure was still teachers' time paid by general funds (27.8%--half that of Seaside); however, the second largest expenditure was for federally funded district staff, indicating the pronounced involvement of federal program specialists in staff development (particularly through Title I). The third largest percentage in Riverview was for district staff paid from general funds, followed by federally funded teacher stipends (primarily from desegregation funds).

The pattern in Union (Table 34) was like that of Seaside. The

TABLE 31. Staff Development Costs in the Three Districts by Funding Sources Compared with General District Reliance on These Funding Sources

	General Funds				Federal Funds				Other Funds			
	Amount Current Expense of Educ'n	Percent Current Expense of Educ'n	Amount Staff Development Cost	Percent Staff Dev't Cost	Amount Current Expense of Educ'n	Percent Current Expense of Educ'n	Amount Staff Development Cost	Percent Staff Dev't Cost	Amount Current Expense of Educ'n	Percent Current Expense of Educ'n	Amount Staff Development Cost	Percent Staff Dev't Cost
Seaside School District	$143,692,000	87.8%	$8,595,000	91.7%	$12,502,000	7.6%	$ 430,000	4.6%	$7,462,000	4.6%	$343,000	3.7%
Riverview School District	102,613,000	83.8	2,567,000	55.7	15,749,000	12.9	1,736,000	37.7	4,067,000	3.3	304,000	6.6
Union School District	115,918,000	93.5	3,459,000	85.0	3,710,000	3.0	414,000	10.2	4,315,000	3.5	196,000	4.8

TABLE 32. Total Staff Development Costs for the Seaside School District by Funding Source (In Thousands of Dollars)

District Staff	General Funds	Percentage of Total Staff Dev't Costs	Federal Funds	Percentage of Total Staff Dev't Costs	Other Funds	Percentage of Total Staff Dev't Costs	Total	Percentage
Salaries & Benefits	$ 1,542	16.5%	$ 53	0.6%	$ 43	0.5%	$ 1,638	17.5%
School Administrators Salaries & Benefits	484	5.2	-	0.0	-	0.0	484	5.2
Teachers Salaries & Benefits	5,451	58.2	232	2.5	116	1.2	5,799	61.9
Instructional Aides Salaries & Benefits	-	0.0	49	0.5	48	0.5	97	1.0
Consultant Fees	43	0.5	24	0.3	91	1.0	158	1.7
Substitute Costs	75	0.8	41	0.4	41	0.4	157	1.7
Teacher Stipends	-	0.0	27	0.3	-	0.0	27	0.3
Sabbaticals	86	0.9	-	0.0	-	0.0	86	0.9
Salary Increases	870	9.3	-	0.0	-	0.0	870	9.3
Other Direct Costs	44	0.5	4	0.1	4	0.1	52	0.6
Total Staff Development Costs	$ 8,595	91.7%	$ 430	4.6%	$ 343	3.7%	$ 9,368	100.0%

100

TABLE 33. Total Staff Development Costs for the Riverview School District by Funding Source (In Thousands of Dollars)

District Staff	General Funds	Percentage of Total Staff Dev't Costs	Federal Funds	Percentage of Total Staff Dev't Costs	Other Funds	Percentage of Total Staff Dev't Costs	Total	Percentage
Salaries & Benefits	$ 543	11.8%	$ 794	17.2%	$ 168	3.6%	$ 1,505	32.7%
School Administrators Salaries & Benefits	113	2.5	-	0.0	-	0.0	113	2.5
Teachers Salaries & Benefits	1,279	27.8	213	4.6	-	0.0	1,492	32.4
Instructional Aides Salaries & Benefits	7	0.2	36	0.8	-	0.0	43	0.9
Consultant Fees	-	0.0	163	3.5	49	1.1	212	4.6
Substitute Costs	57	1.2	24	0.5	51	1.1	132	2.9
Teacher Stipends	168	3.6	375	8.1	29	0.6	572	12.4
Sabbaticals	158	3.4	-	0.0	-	0.0	158	3.4
Salary Increases	205	4.4	-	0.0	-	0.0	205	4.4
Other Direct Costs	37	0.8	131	2.8	7	0.2	175	3.8
Total Staff Development Costs	$2,567	55.7%	$ 1,736	37.7%	$ 304	6.6%	$ 4,607	100.0%

TABLE 34. Total Staff Development Costs for the Union School District by Funding Source (In Thousands of Dollars)

	General Funds	Percentage of Total Staff Dev't Costs	Federal Funds	Percentage of Total Staff Dev't Costs	Other Funds	Percentage of Total Staff Dev't Costs	Total	Percentage
District Staff Salaries & Benefits	$ 972	23.9%	$ 66	1.6%	$ 26	0.6%	$ 1,064	26.1%
School Administrators Salaries & Benefits	193	4.7	-	0.0	-	0.0	193	4.7
Teachers Salaries & Benefits	1,874	46.1	270	6.6	85	2.1	2,229	54.8
Instructional Aides Salaries & Benefits	6	0.1	13	0.3	67	1.6	86	2.1
Consultant Fees	10	0.2	34	0.8	4	0.1	48	1.2
Substitute Costs	37	0.9	30	0.7	7	0.2	74	1.8
Teacher Stipends	19	0.5	1	0.0	7	0.2	27	0.7
Sabbaticals	138	3.4	-	0.0	-	0.0	138	3.4
Salary Increases	199	4.9	-	0.0	-	0.0	199	4.9
Other Direct Costs	11	0.3	-	0.0	-	0.0	11	0.3
Total Staff Development Costs	$ 3,459	85.0%	$ 414	10.2%	$ 196	4.8%	$ 4,069	100.0%

largest item was teachers' time paid for from general funds. Second was district staff paid from general funds, largely attributable to the special desegregation effort of the staff development department. A distant third was the expenditure for federally funded teachers.

SECTION 8. INTERPRETATION AND IMPLICATIONS FOR POLICY AND RESEARCH

As we noted in Section 1, we are attempting in this study to provide an understanding of the overall configuration and context of staff development in big city school districts, given the fact that existing research about staff development is quite limited. From the school districts serving the 75 largest cities in the country, we chose three that exhibited a high, moderate, and low level of staff development activity. In the preceding sections, we have analyzed and compared the nature and costs of staff development activity in these three districts: Seaside, Riverview, and Union. In accompanying tables, we have presented study data so that the reader can fully judge our analysis and develop alternative interpretations. In this section, we discuss patterns of staff development activity that, based on our analysis of the three cities, could be expected in most large-city school districts. In discussing each of these patterns, we also point out some implications for policy and for research.

In discussing these patterns and their implications, we also draw on our related research study entitled "The Politics of Staff Development."[20] In this study, we visited three big-city school districts to determine how members of various local interest groups who influence school district expenditures, policies, and practices view staff development's future in the light of major issues confronting their school districts. We interviewed school board members, school district administrators, representatives of teacher organizations, and representatives of parent, citizen, and taxpayer groups in each city. In this companion study, we once again studied Seaside, as well as school districts that we called Elmwood and Summerville.

Below, then, we review a series of patterns in staff development activity and their implications for policy and research, drawing

primarily on the study presented in this report and secondarily on the companion study. First, we discuss some general characteristics of staff development activity that have important policy and research implications. Second, we discuss in turn some key issues concerning the three components of staff development on which our study was focused: district-wide staff development and its leaders, school-initiated staff development, and salary increases for staff development participation. Third, we analyze the weak political position of staff development and related prospects for substantial reform of staff development in the near future.

Some Important Characteristics of Staff Development Activity

Staff development is a much different animal than most people believe it is. Below, we discuss some important findings about the nature of staff development that contradict conventional wisdom and are thus important to consider in formulating research and policy.

The Importance of Using a Functional Definition of Staff Development

In Section 1, we argued that there were a number of different traditions of practice that clearly should be considered staff development. We also argued that empirical research about staff development should be based on a definition that is broad enough to include them all. The wisdom of this decision was reinforced as we carried out the study. We did indeed find a number of different traditions of staff development practice existing side-by-side. It would have been extremely misleading to identify "staff development" with any one of these traditions of practice. It would also have been misleading to accept whatever definition of staff development was in the mind of the person being interviewed. (Many people, for example, equated staff development with the activities of a staff development office.) The importance of employing a functional definition was dramatically illustrated for us in Seaside, where we conducted numerous interviews before anyone ever mentioned the unit that in fact was the largest

single source of staff development activity: the student services division.

Both policy analysis and research will be fundamentally misguided if they begin with an inappropriate definition of what staff development is.

A Dispersed and Largely Invisible Collection of Activities

We tracked down activities in the three school districts that fit our definition of staff development and found a wide variety of staff development routines initiated by many different people and departments. Most school district staff were unaware of the extent of these activities for reasons discussed below.

There was limited coordination and communication among the leaders of staff development, a situation stemming from several factors:

- Staff development was often carried out as an outgrowth of other primary responsibilities, such as developing a district-wide math curriculum or administering a school.
- Individual staff development activities and programs were frequently created in response to external mandates and funding opportunities -- for example, bilingual education, desegregation, special education, early childhood education. Thus, the associated staff development activities were undertaken independently by the department responsible for a particular aspect of the educational program.
- Political bargaining that is characteristic of large organizations influenced the configuration of staff development programs. When new staff development programs were proposed, the leadership, staffing, resources, and organizational position and authority of the program were often determined more by the political maneuvering of district administrators than by an overall plan for staff development in the district.
- There was little supervision of staff development activities by those formally responsible for overseeing them. District administrators trusted their subordinates to design and carry out staff development activities and lacked a detailed understanding of this day-to-day staff development work. Subordinates were given wide latitude in how they actually filled the staff development aspects of their roles.

- With the exception of the special, one year desegregation team in the Union School District, there were few district staff members who were engaged in staff development full time. Most of the staff development leaders in these districts spent less than 50% of their time in staff development activities. The part-time nature of involvement in staff development further contributed to the limited awareness of other staff development activities within the district.

Since the school districts' administrators did not themselves document the time that the teachers spent in staff development, administrators and staff development leaders were unaware of the extent of teacher involvement in staff development across each district. Since much of the staff development took place during teachers' salaried work time, most staff members of the school district did not consider this time to be a staff development cost.

In each school district, we found that significant district resources were being devoted to the short-term and long-term cost of salary increases for completing educational credits. However, the rationale for having such a salary increase system, as well as the specific nature of the scale in an individual district, was not a subject on which most staff members reflected. These salary scales, stabilized by tradition and by political bargaining, had become part of the institutional woodwork. They were considered by many to be a fringe benefit for teachers, rather than a mechanism for encouraging staff development.

Those who wish to study or to reform the dispersed and invisible collection of activities that in fact fit a definition of staff development should be aware that most school districts' staff members do not perceive those activities as having any common staff development function, but rather see them as embedded in other activities.

The Substantial Cost of Staff Development Activity

The common conception of staff development in most school districts is that it is a marginally supported activity. However, our research has demonstrated that staff development involves substantial costs both in people's time and in money. When we totaled up the

costs of staff development, they were 50 to 60 times larger than the cost estimates that most school district personnel gave us. The amount actually spent on staff development represents a yearly investment of $1,000 to $1,700 per teacher in the school districts studied. Even in school districts with comparatively low expenditures for staff development, the amount spent was still quite substantial.

Another important finding in the study was that there were striking variations in the way that school districts spent their money for staff development. For example, Seaside put much of its money into providing support and incentives for teachers, while Riverview spent less on teachers and much more on supporting the central office leaders of staff development. Such differences usually did not reflect a conscious staff development policy, but rather were the result of the attempt to cope with problems that were not perceived primarily as staff development problems. Clearly the differences observed have resulted from a series of decisions made over time, but school district staff, immersed in the routines of their districts, view these patterns of expenditure as natural and inevitable.

Our findings about the large number of school district staff who are in fact doing staff development raises an important policy consideration. Our own study and those of others have spotlighted the army of central office administrators, state department staff, and university professors that has rapidly expanded in the past two decades and whose responsibilities include the provision of staff development experiences.[21] Have their efforts been productive? We haven't discussed issues of quality of staff development experiences in this report, but we heard many complaints on the subject. To the extent that one is dissatisfied with the quality of staff development experiences for teachers, one must logically ask why the substantial resources presently devoted to staff development are not being translated into adequate experiences for teachers. One must also ask what organizational structures and incentives could be used to improve the way present resources are used or to insure that additional resources will not be deployed in the same unsatisfactory ways.

For researchers, these same questions should be of great interest. Under what conditions do resources deployed for staff de-

velopment result in satisfactory experiences for teachers? Subsequent research could also productively continue to explore the nature of expenditures for staff development as we have done in this study. As we had hoped, cost analysis proved to be an extremely effective way to illuminate the actual practices and priorities of a school district.

Shifting Sources of Financial Support for Staff Development

Contrary to popular belief, we found that a high percentage of staff development costs in every school district came from local rather than federal or state funds. However, we also observed strong forces pushing school districts in the direction of a much greater dependence on state and federal categorical funding for their staff development activities. Riverview represents a district that has already gone some way in this direction. And when we returned to Seaside to study the politics of staff development after Proposition 13 had been passed in California, we found that Seaside was also becoming much more dependent on the state for staff development funds.

In general, we found that when school districts experienced severe financial cutbacks that forced large reductions in administrative staff, staff development programs were cut to the bone and central office administrators greatly reduced. Those staff development programs that continued to have substantial funding, including funds to pay for such items as substitute teachers, materials, and travel, were supported by state and federal categorical funds.

The dangers of relying on these funding sources are obvious. First, certain groups of teachers will be eligible for particular staff development experiences, while others won't. Second, particular categorical programs may compete for teachers' time with little regard for coordinated effort. Third, since funding for categorical programs often ends after a few years (for example, funds to support school desegregation), it is difficult to maintain continuity in staff development from year to year.

Of course, strong management and leadership within the school district can provide some ways to meet these problems. However, severe financial crisis and the press of external mandates make it enormously difficult for school district leadership to chart a consistent course in the area of staff development. The school district leaders whom we interviewed in our studies of staff development have increasingly come to define their jobs in terms of responding to the issues of financial survival and external pressure. We are not suggesting that response to external mandates is necessarily an undesirable state of affairs; since our own work is focused primarily on educational equity issues, we are pleased that these issues are considered both school district and staff development priorities. However, a commitment to staff development that is focused on specific problems or mandates is much different from a commitment to a general scheme for the improvement of instruction.

The characteristics of staff development within categorical programs and the impact of categorical funding on staff development have not been widely analyzed. In view of the major importance of this funding source, it seems important that these issues receive attention.

Limits of Rational and Prescriptive Models of Staff Development

Much thinking in education has been dominated by a rational model of organizational functioning -- what we referred to in Section 1 as a systems management model. This model assumes that school districts behave rationally, pursuing goals and implementing programs that are prescribed by district leadership. One manifestation of this mind set is the literature on staff development, which tends to assume that elaborate reforms can be instituted that ignore the organizational and political realities of school districts. Both the research cited in Section 1 and the research findings discussed in this report indicate how far the functioning of school districts deviates from the rational model. Thus, meaningful reforms in staff development must take into account the inadequacies of rational and prescriptive planning.

For researchers, the gap between the rational ideal and reality is, if anything, more difficult to measure in studying staff development than in studying other aspects of educational activity. Almost no one will say in the abstract that staff development is a bad thing; only if one looks at people's actions and not their words is it clear that staff development is not a very high priority for many. From both a policy and a research standpoint, it is essential to compare what people say with what they do and with other objective evidence (such as cost data).

Usefulness of Organizational Patterns and Political Bargaining Models

As discussed in Section 1, we believed, from our preliminary investigation, that the organizational patterns and political bargaining models of organizations would prove extremely useful in understanding the dynamics of staff development. Data gathered during the study confirmed this assumption. First, we did indeed find that the complicated staff development activities in school districts could be productively analyzed using the concept of "organizational routines." Second, we found the concept of "discretion," which is critical in the organizational patterns model, was repeatedly useful in helping us understand the dispersed nature of staff development activities. It helped us understand, for example, why supervisors frequently did not understand the specific activities their subordinates were carrying out in the area of staff development. It helped us understand why so much of the decision making about staff development activities was lodged with middle level school district administrative staff, who operated with considerable autonomy.

Third, the political bargaining model helped us understand organizational behavior that would be inexplicable under a rational model. For example, the fact that four different offices in Riverview retained conflicting and overlapping responsibilities for various aspects of staff development is perfectly understandable when it is viewed as a manifestation of the political bargaining that has taken place during a period of repeated turnover in the

top leadership of the school district. Similarly the political bargaining model helps us understand why two major staff development programs that we investigated were subsequently eliminated, even though their quality was widely acknowledged as being excellent. These programs simply did not have the necessary backing to survive the internal political struggles within their school districts.

One implication of our research, then, is that policy makers should begin to act on a different mental image of school districts than the one that has dominated their thinking in the past. When they look at a school district, they should see an organization that resists change because it is constrained by existing bureaucratic routines, because staff members at every level have considerable discretion in the way they actually carry out their responsibilities day-to-day, and because political bargaining among organizational units within the school system and among interest groups who are concerned about the functioning of the school system are much more potent in the shaping of organizational life than rational plans about the way things ought to be. Similarly, researchers should make use of the organizational patterns and political bargaining models as they seek to understand how staff development programs actually function in school districts.

Variations in Local Conditions Decisively Influence the Nature of Staff Development

Since the web of activities that constitutes staff development in a given district is shaped by a great number of organizational characteristics, political influences within the district, and external mandates and funding opportunities, one must be cautious of broad generalizations about the character of staff development and its future. The strength of a teachers' association, the leadership of a superintendent committed to differentiated staffing, the presence of a large university, an aggressive state superintendent of schools, a court desegregation order, a mayor seeking re-election--these are the varying influences that create important opportunities and constraints for staff development. Both policy makers and researchers concerned about staff development should

strive to understand these local characteristics and should be cautious about accepting statements concerning national trends and patterns, which are frequently prescriptions for what someone wants to happen rather than accurate descriptions of what is actually happening.

Three Important Components of Staff Development Activity

Below, we discuss some issues arising in three important components of staff development activity that we focused on in the study: district-wide staff development and its leaders, school-initiated staff development, and salary increases for staff development.

District-Wide Staff Development and Its Leaders

One reality of staff development activity that researchers and policy makers should address is that middle-level administrative staff within school districts dominate decisions about staff development and continue to use a limited range of traditional didactic methods in providing staff development to teachers.

We identified five different approaches to decision making about staff development activities in the school districts studied:

- Individual specialist and administrative priorities: acting with substantial autonomy, individual specialists and administrators decide on staff development priorities. There is little coordination among them.
- District-wide priorities: the school district defines an overall priority or priorities and gives one individual or department clear authority to carry out the priority, orchestrating the work of a number of other departments. For example, the training conducted in Union as part of court-ordered school desegregation was organized in this way.
- Individual teacher priorities: teachers choose from among a variety of courses and other individual experiences the ones that best fit their perceived needs. They may have had a role in developing the available activities or they may be asked to choose from activities already developed. Frequently the philosophy behind this approach is that the teacher should be an autonomous professional. For example, the mathematics teacher center in Seaside was organized around this philosophy.

- School priorities. The school staff, working as a unit or in smaller subgroups, defines school priorities for staff improvement and participates in group and individual learning experiences and school improvement projects in the light of these priorities. For example, the magnet school programs in Riverview emphasize such school-based activity.
- School-community priorities. The school staff works collaboratively with students and parents to define school priorities and the staff works by itself and in cooperation with parents and students in carrying out related learning experiences and school improvement projects. For example, the state-funded Early Childhood Education program in Seaside was based on this approach.

We found that all these approaches existed to some extent in each of the school districts that we studied. However, we found that by and large major decision making about the shape of staff development was carried out primarily by individual school district specialists and administrators including central office department directors, coordinators, curriculum specialists, and supervisors. These individuals made decisions and took initiative concerning staff development largely on their own. There was usually little coordination and communication among these leaders of staff development efforts. There were no clear system-wide expectations about the nature of staff development that gave it a unity of direction. Such a method of operating was neither clearly centralized to respond to district-wide priorities, nor was it clearly decentralized to respond to school or school-community concerns. Although there was frequently considerable talk about responding to the needs of individual teachers, school staffs, and communities, these groups in fact had a fairly limited role in shaping staff development activities.

Further, the most common format for these staff development activities initiated by middle-level administrators and specialists was a formal course or workshop. Many we interviewed had not thought much about alternatives to this format. They had an administrative job--defining the math curriculum for the school district, for example--and their job required that they instruct their subordinates

(the teachers) in the proper way to carry out the plans they had developed. Perceiving themselves as managers, they adopted a didactic approach to staff development that reinforced their role as experts and people in charge. Other middle-level administrators espoused more teacher involvement in planning staff development experiences or more active formats for them, but they had not taken steps to see these desired changes implemented.

Any significant change in staff development will be constrained by the continuing domination of decision making about these experiences by middle-level managers and by the continued use of a traditional didactic approach to carrying them out. A task of particular interest for staff development research would be to identify the conditions under which alternatives to these dominant patterns of behavior are carried out in practice.

School-Initiated Staff Development Activities

Our research documents wide variations in the level of school-initiated staff development activities and suggests factors that account for these variations.

In Riverview, there was a virtual absence of school-level staff development. In Seaside, however, the range of activity in the schools sampled was from 2.42% to 18.31% of teacher salaried work time.

The first factor controlling the level of school-initiated activity is the extent to which the school district either encourages or discourages such activity. A school district can encourage school-level activity, for example, by building support for school-level activity into central office roles and by releasing children early on a regular basis so that time can be set aside for school-level inservice experiences. A school district can also discourage school-level activity by placing a heavy emphasis on staff development activities controlled at the district level. If the school district does encourage school-level activity, then the next critical factor affecting whether it will take place is the initiative of the school principal. A principal

strongly committed to staff development initiated at the school building level can find many ways to pull together staff time and resources to carry out such experiences.

An attractive aspect of such school-based activity, especially given the financial constraints under which school districts are operating, is that such staff development activity can largely be carried out during teachers' regular salaried work time and thus not constitute an additional cost to the school district. The amount of additional staff development time that can be gleaned from the regular workday by committed teachers and administrators is clearly demonstrated in our study. Through early dismissal policies, the creative use of teacher preparation periods and staff meetings, and concerted efforts to build a spirit of collaboration among the members of a particular school staff, greatly heightened participation in staff development has been achieved in individual schools without dramatic cost increases. If the staff development aspect of central office administrative roles is emphasized and these administrators are trained to support school-based staff development, and if in addition school building administrators are trained to make maximum use of non-instructional salaried work time, it appears that the resources for staff development can be increased substantially without adding to the school district budget.

An alternative to the use of salaried work time for teacher participation in staff development is to pay teachers stipends for attending these experiences. This practice has been introduced through federal, state, and categorical programs and also has been encouraged by teacher association demands that extra pay should accompany extra work. From the standpoint of teacher involvement in staff development, this practice appears to present some clear dangers for the future. As in Riverview, paying some teachers for participating in staff development undercuts a norm of voluntarism and leads people to expect extra pay for any participation in staff development activities. However, the possibility of paying staff members for such participation from local funds in a period of

declining resources becomes increasingly remote. Even in the use of state and federal categorical funds, districts are being forced to cut out such stipend payments in favor of paying basic program salaries. Thus, the use of stipends for paying teachers during a limited period of time when stipend money is available may leave the districts with no capacity to pay teachers extra when they have come to expect extra pay for participating in staff development. In addition, the quality of the commitment obtained through paying stipends may not lead to any improvements in teacher or program quality. For example, the Rand change agent study indicated that payment to teachers for staff development was negatively correlated with implementation of new programs.[22]

Our research suggests then the need for further analysis of the factors that encourage or constrain school-based staff development, the possibilities for carrying out staff development during teachers' salaried work time, and the impact of using stipends as an incentive for teacher participation in staff development.

Salary Increases for Staff Development Participation

As noted earlier, school district staff seldom reflect on the nature and impact of salary increase systems that are tied to the completion of educational credits. However, the short-term and the long-term costs of these systems indicate that they merit careful scrutiny. Our interviews suggested that no one is particularly satisfied with the quality of these systems. They are viewed by many teachers as a painful means to obtain additional pay -- as a fringe benefit. Yet, because they are central to teacher contracts, any change in them is viewed with great suspicion by teacher associations. Thus, one issue facing policy makers concerned about improving staff development is whether such systems can be changed in ways that will improve the quality of staff development and are politically feasible.

Another reason that these systems merit re-examination is that our research indicates that they do not act as an effective

incentive for many teachers even to be physically present in staff development activities. As the composition of a district's staff moves closer to the top of the educational increase scale (as is the case in Seaside), there will be a growing number of teachers for whom these educational increases constitute no incentive to participate in staff development. And even in a district like Riverview, which employs many teachers who have a clear financial incentive to complete additional course work, we found that two-thirds of the teachers had never obtained academic credit beyond the level they had attained when they were originally hired.

Further, as teachers remain in the same school district for longer and longer periods of time, the long-term cost of particular education-related increases will mushroom. For example, if a teacher completing a master's degree is paid an additional $1,000 per year, the long-term cost of the degree will grow by that amount for every year the teacher remains with the school district.

Another reason for scrutinizing the structure of salary increase systems is that they vary substantially among school districts, although school district staff do not appear to be generally aware of the implications of these variations. It appears particularly important to understand, for example, why the salary increase system in Seaside causes 17% of Seaside teachers to gain salary increases in a particular year while the corresponding figures for Riverview and Union are only 5% and 6%.

Limited Support for Substantial Changes in Staff Development

Declining enrollment and financial austerity have meant that improvements in the schools must result from changes in the practices of presently employed teachers, and this situation has fostered heightened interest in staff development. Ironically, the same factors that have helped create this interest in staff development constrain the possibility that staff development practices will change substantially.

When educators, school board members, and active parents

and citizens concerned about the schools are asked what they think about staff development, they consistently affirm its importance in general terms. However, a variety of evidence makes us conclude that there is little support for substantial changes in the present configuration of staff development in a period of declining resources.

Lack of Commitment from Top Leadership

Decisive movement in any new direction, especially in a period of declining resources, would require that staff development be a priority for the superintendents of schools or other top-line administrators in school districts. We found few instances in which these administrators described staff development as a top priority or were actively trying to make changes in staff development. In almost every school district, we were told by those who supported some significant change in staff development that there was little evidence of a commitment from school district leadership to invest resources and take risks to change staff development practices. Mostly, administrators are preoccupied with holding the line and responding to crises.

One indicator of limited high-level administrative commitment to staff development is the level of support accorded to offices of staff development. In five of the six districts we examined, these offices were positioned well down in the administrative hierarchy. They were operating with minimum staffs of two or three professionals. The staffs of four of these offices had been cut within the last few years. In contrast to the five minimally staffed offices, the sixth office of staff development was specifically set up to prepare teachers for court-ordered desegregation. Its director reported directly to the superintendent of schools and directed a substantial staff. By all accounts the office did an imaginative and effective job during the first year of desegregation. When the court-mandated period for staff training ended, this office of staff development was abolished.

Lack of Support from Other Interest Groups

Among teachers, school board members, and parent and citizen groups, we found many people who were willing to fight for desegregation, bilingual education, alternative schools, teacher power, and tax limitation. We found almost no one who expressed similar strong sentiments about defending the existing staff development activities or pressing in new directions, except for directors of staff development. Only a few of the people interviewed cited a general need for staff development as one of the pressing issues that their school district had to confront in the next few years.

Staff Development Is a Subsidiary Concern

When people discussed the need for staff development or a particular plan for carrying out staff development, it was almost always subsidiary to a more general concern. If administrators or school board members were committed to desegregation or special education or boosting basic skills, they saw a need for staff development in these specific areas. If teacher association representatives espoused increased teacher power, effective staff development was defined as an enterprise controlled by teachers. It was almost always possible to predict a person's analysis of staff development from their analysis of the priority issues facing the school district.

Further, a clear theme running through our interviews is that priorities for staff development should be shaped by specific external mandates for special education, bilingual education, desegregation, minimum competency, and the like. Even people who objected to the existence of these mandates emphasized staff development priorities responsive to them.

Lack of Incentive for Staff Development Leaders to Change

Earlier we described the ways in which middle-level administrators employing traditional didactic formats for staff development constrain possibilities for substantial change.

Weak Incentives for Widespread Teacher Participation

When one examines the various incentives being used to induce teachers to both participate in staff development and incorporate new ideas into their teaching, there is none that holds much immediate hope for inducing widespread teacher commitment, particularly among those teachers who are most in need of retraining.

Compulsory staff development sessions planned by central office staff are one of the major irritants in the professional life of teachers. Whenever teachers' organizations have sufficient power, as we found in our companion study of Elmwood, it seems predictable that they will attempt to outlaw such sessions. Even where teachers are compelled to attend them, there is widespread evidence that teachers do not incorporate the practices advocated in these sessions into their regular teaching.

Using extra pay as an incentive for attendance has similar results. As discussed earlier, it can induce attendance but not serious involvement or subsequent changes in behavior. Further, the expectation of extra pay undercuts voluntarism, while declining school district resources severely limit the school district's ability to provide extra pay.

Another financial incentive analyzed earlier is university or school district credit that leads to a salary increase. For some this is another incentive to participate without commitment to try new practices or without support from others for doing so. For many others, it does not even induce attendance, for reasons discussed earlier.

Some staff development reformers, including those in the teacher center movement, argue that only voluntary incentives built on a philosophy of teacher professionalism and autonomy will engage teachers in meaningful staff development. However, the evidence concerning attendance at teacher centers and the effectiveness of school-based teacher advisories indicates that they only reach a minority of teachers, frequently those who are already most predisposed to change.[23]

Finally, some emphasize the importance of changed group norms in a rejuvenated school or school-community setting as the key to fostering meaningful staff development. Perhaps the most impressive evidence for the effectiveness of this approach comes from those inner-city schools that have been "turned around" by a charismatic principal.[24] However, it does not seem likely that the skills to carry out such interventions will be widely available in public schools in the near future.

In short, this study, as well as other research, highlights the drawbacks of coercion, extra pay, course credits, individual voluntarism, and changed group norms as effective incentives for increasing teacher commitment to staff development in the near future.

An Emphasis on Control as a Central Issue

No group admits to being in control of staff development. Central office staff feel hemmed in by external mandates and the constraints of teacher contracts. Teacher organizations frequently see staff development dominated by insensitive central office staff. School board members and parents don't see themselves having any substantial ability to shape the realities of staff development.

Central office administrators and teacher associations have particularly divergent perceptions related to the control issue. Central office staff perceive the instructional support they provide as extremely helpful to teachers and emphasize the need for their expert perspective in shaping the nature of staff development.

Teacher association representatives view these central office administrators as overpaid and largely ineffective -- robbing the classroom teacher of badly needed resources. Teachers feel overwhelmed by new responsibilities without effective aid in learning how to meet them. Teachers argue that the only meaningful basis for staff development is to treat teachers as professionals and give them control over

their own staff development activities. However, in practical bargaining, teachers mix an emphasis on professionalism (teachers should have the right to shape their own staff development experiences, like doctors) with an emphasis on trade unionism (teachers should not do the extra work of staff development without getting extra pay). In part, teachers are working to escape the arbitrary, boring experiences of centrally controlled staff development, rather than moving toward a new configuration for staff development.

Thus, the disagreement over staff development (in addition to being a disagreement about educational philosophy) is also a disagreement over jobs (will money be spent for central office staff or for teachers?) and working conditions (what can a teacher be compelled to do?) These are issues that quite naturally arise in a large organization and are intensified in a period of declining resources. They will be shaped by teacher contract negotiations and by school district finance decisions in which little thought is given to a new long-term direction for staff development.

Implications of Limited Support for Substantial Change

Our research suggests rather bleak prospects for substantial change in staff development practices. Some may feel that this conclusion is overly pessimistic. One can at least agree, however, that the political and bureaucratic constraints on staff development that we have identified deserve careful study. Research about the politics of staff development has been particularly neglected. Of particular interest for those who are committed to improving staff development would be the analysis of situations in which these constraints have been overcome and widespread participation in staff development appears to be a reality.

Some Short-Term Prospects

Given the characteristics of the present situation described above, the near-term future financial support of staff development seems generally predictable. It seems unlikely that any new directions

in staff development will be carried out widely in practice. Staff development will continue to function within the constraints of larger forces, such as overall fiscal problems and legal mandates.

Staff development activities initiated by both staff development specialists and by other central office staff will be generally reduced as districts make budget cuts in response to declining revenues. Staff development will neither be protected from these cuts nor cut disproportionately. In general, cuts in central office staff that affect staff development will not be perceived as cuts in staff development. Local funds for substitutes, teacher stipends, travel, and other direct costs associated with staff development will be cut severely, as part of a general predisposition to cut direct costs before eliminating staff.

There will be some exceptions to these patterns of reduction. Many categorical government programs that focus on staff development or mandate a staff development component will probably be sustained at present levels, with funding for both staff and direct expenses. Staff development focused on specific issues where the school district is under strong external mandates or where a well-organized external interest group acts to protect a program that benefits them will frequently escape reductions.

The future of staff development initiated at the building level does not appear as clear, although it seems unlikely that there will be any widespread substantial change in the nature of this building-level activity. As discussed earlier, we found that the extent of building-level activity is to a large extent dependent on the degree to which it is encouraged by the school district leadership and when such encouragement exists, on the initiative of the building principal. One would expect that reductions in teaching staff, school-based administrators, and loose resources from the district might temper the efforts of this minority who emphasize school-based activity. However, we did find in Union School District a modest increase in school-based activity after a severe cutback in district-level activity. This activity was

aided by a history of small neighborhood schools with close faculty ties. In addition, there is some movement nationally toward site-based management of schools, as in the School Improvement Program in California and some other states. Overall, then, we would expect no dramatic changes in school-based activity across the country, but rather modest increases or decreases in this type of activity in response to local conditions.

The last major type of staff development activity we identified is course work for university or school district credit that leads to salary increases. Money for these salary increases is perceived as part of the basic wage and benefit package that teachers have won from the school district through hard bargaining and, often, strikes. Reductions in the money available for these salary increases are perceived as wage cuts. Seaside teachers conducted their first strike when the school board negotiators proposed such changes. Thus it seems unlikely, except in school districts where teacher associations are extremely weak politically, that these salary increases will be reduced. We speculated earlier that it may be possible for interest groups in some school districts to rearrange the salary increase system so that it was more functional for promoting staff development without threatening basic economic interests.

In addition to awarding salary increases, some districts have also paid part or all of teachers' tuition to take the required courses; they have generally begun to cut back on this expense. Also, in school districts that have initiated extensive in-district programs for credit, cutbacks in central office staff reduce the pool of people who have generally taught these courses. In some local situations where universities are searching for ways to offset declining preservice enrollment, university faculty may collaborate with the school district to provide increased inservice opportunities.

Given the secondary status of staff development in the hierarchy of school district priorities, it seems likely that any substantial changes in staff development in particular local situations will depend upon larger changes. As we observed in the

study, a widespread desegregation program or a movement towards site-based management can provide an opportunity for staff development to be changed or expanded because staff development changes are drawing from the energy associated with other programmatic changes. Thus, from both the research and the policy standpoint, it seems important to analyze ways that staff development can be effectively changed when larger-scale shifts in local school district organization and practices occur.

NOTES

1. See Louis Rubin, ed., Improving Inservice Education: Proposals and Procedures for Change (Boston: Allyn and Bacon, 1971) for a series of critical essays.

2. Special education training of this kind has been instituted in the state of Massachusetts for several years in accordance with the state's special education law, Chapter 766, a precursor to the federal law, PL 94-142.

3. Milbrey W. McLaughlin and David D. Marsh, "Staff Development and School Change," Teachers College Record 80 (September 1978): 87

4. Bruce Joyce, "Structural Imagination and Professional Staff Development," in Issues in Inservice Education (Syracuse: National Council of States on Inservice Education, 1977), p. 17; Institute for the Development of Educational Activities, Implementations Guide (Dayton: Author, 1974).

5. Roy Edelfelt, Inservice Teacher Education: Sources in the ERIC System (Washington, D. C.: ERIC Clearinghouse on Teacher Education, January 1975), p.6.

6. Alexander M. Nicholson et al., The Literature on Inservice Teacher Education: An Analytical Review, ISTE Report III (Palo Alto: National Center for Educational Statistics and Teacher Corps, 1976), p. 4.

7. Frederick J. McDonald, "Criteria and Methods for Evaluating Inservice Training Programs," in Issues in Inservice Education (Syracuse: National Council of States on Inservice Education, 1977), p. 69.

8. See, for example, Donald R. Moore et al., Assistance Strategies of Six Groups that Facilitate Educational Change at the School Community Level, final report to the National Institute of Education, grant 74-0052, Chicago, 1977; and McLaughlin and Marsh, pp. 69-94.

9. Graham T. Allison. Essence of Decision (Boston: Little, Brown, 1971); Richard F. Elmore, "Organizational Models of Social Program Implementation," Public Policy 26(Spring 1978): 185-228; Michael W. Kirst, "What Happens at the Local Level after School Finance Reform?" Policy Analysis 3(Summer 1977): 301-324.

10. Elmore, "Organizational Models," p. 209.

11. Carla Edlefson, "Participatory Planning for Change: The Case of Project Redesign."(Ph.D. dissertation, Stanford University, 1977).

12. Elmore, "Organizational Models," pp. 199.

13. Ibid., pp. 217.

14. See, for example, the articles in Susan Abramowitz and Stuart Rosenfeld, eds., Declining Enrollments: The Challenge of the Coming Decade (Washington, D.C.: National Institute of Education, March 1978); Erick L. Lindman, "Teachers' Salaries and Length of Service," Journal of Education Finance 4 (Summer 1978): 105-109; Bernard Jump, "Teacher Retirements: Benefit Structure, Costs, and Finances," Journal of Education Finance 3(Fall 1977): 143-157; Alvin H. Townsel, "Adjustments for Urban Fiscal Problems in State School Finance Systems," Journal of Education Finance 2 (Summer 1976): 30-31; and National Comparison: Local School Costs for the 1977-78 School Year (Westport, Conn.: Market Data Retrieval, 1978).

15. Donald R. Moore, Arthur A. Hyde et al., Rethinking Staff Development: A Handbook for Analyzing Your Program and Its Costs (New York: The Ford Foundation, forthcoming).

16. Curriculum Information Center, School Universe Data Book (Denver: Author, 1977).

17. See Rethinking Staff Development for a detailed explanation of the way these calculations were carried out.

18. Some caution should be used in comparing the data in these salary schedules. Table 25 shows Seaside's salary schedule in 1976-77, the fiscal year of its cost analysis. Table 26 shows Riverview's salary scale in 1977-78, the fiscal year of its cost analysis. However, when we studied Union School District, using cost data from 1977-78, the data on number of teachers at different levels was not collected by the personnel office of the district. Table 27 shows Union's salary scale in 1978-79 and contains data on number of teachers specially generated for this report by the data processing office of the district. Thus, a simple comparison of these three tables of beginning teachers' salary level would be misleading because of the three different years involved. Actually, in any single given year, Seaside paid the highest beginning salary, Union second, and Riverview third.

19. As noted in Table 25, 32.9% of Seaside's teachers were at the highest level of the salary scale in 1976-77. This same basic group of teachers existed in Seaside in 1978-79 (as there were no reductions in the teaching force), but the percentage had grown to 41.5%

20. Donald R. Moore and Arthur A. Hyde, "Politics of Staff Development," study report prepared for The Ford Foundation by Designs for Change, Chicago, 1979.

21. Kenneth R. Howey, Current Perspectives and Evolving Trends in Inservice Education in the United States (Washington, D. C.: DHEW, 1977).

22. McLaughlin and Marsh.

23. Moore et al., Assistance Strategies.

24. Ron Edmonds, "A Discussion of the Literature and Issues Related to Effective Schooling," Harvard University, 1978. (Mimeographed.)

REVIEWS OF MAKING SENSE OF STAFF DEVELOPMENT
COMMISSIONED BY THE NATIONAL INSTITUTE OF EDUCATION

REVIEWER: Dr. Larry Cuban, Superintendent of Schools, Arlington, Virginia

Is the document clear and to the point? I am impressed with the clarity and directness in the writing. The authors have done a decent job of saying what they are going to say, doing it and then summarizing what they have said.

Does the document capture the experience of staff development in large urban school systems? I believe that it does. For two years I directed the Office of Staff Development for the Washington, D. C. public schools and the description of organizational routines, lack of reflection by staff members on inservice, little coordination, and much bargaining rang true from my experiences.

Is the conceptual framework useful for analyzing staff development in urban school systems? Yes. The broad definition of staff development harnessed to a sharp focus upon activities that are intentionally designed to promote improved performance is practical yet, in my experience, it is not a definition or focus that is embraced by most school administrators, a point that the writers concede. Nonetheless, it is a most useful definition. The framework permits a plausible calculation of explicit and hidden costs for staff development in a school district. In addition to its reasonableness in definition and cost calculation, the framework permits linkages between rhetoric of staff development and quantifiable indicators of investment, i.e., are the dollars where the words are?

The conceptual approach in analysis also could be used easily for administrators who wish to align closely rhetoric with investments and provide improved coordination. In other words, the writers have presented school planners and superintendents, if they are so inclined, a marvelous tool to assess their staff development program and make changes. I only wish I had this in 1970!

Do the interpretations and policy implications flow logically from the analysis? Yes. The issues raised by the authors come naturally from the data displayed earlier in the report. Conclusions drawn about

the weakness and ineffectiveness of various incentives to attract teachers seem merited by the evidence presented, particularly the data on salary schedules and how they are perceived by teachers. This squares with my experience in three different school districts.

The one topic discussed that I believe was weakly presented and had less punch than the other data was the attempted explanation for the problems of staff development in the three urban districts. The authors did a splendid job of detailing the extent and nature of staff development through analyzing costs. This was the task they assigned to themselves and, in my judgment, did it well. But when they turned to explaining why the school districts behaved the way they did -- not part of their task -- they latched on to a set of organizational explanations to make sense of what they observed. I happen to be quite partial to organizational explanations and their use of Dick Elmore's typology is an especially appealing one.

The problem I have is that the authors state what the models of explanation are (pp. 10-13), include organizational charts and occasional references to routines, political bargaining and the like. But there are no extended descriptions, no case studies of these processes at work. Then, in the last section (pp. 111-113) they simply assert that "data gathered during the study confirmed this assumption," that is, organizational models of explanation proved "extremely useful in understanding the dynamics of staff development."

While partial to this view of the world, the basis for it is lacking in the study. In effect, the authors answered the basic question of what is happening in staff development in the three school systems quite well. But when they tried to answer the question of why what they observed occurred -- an excellent question to ask but one beyond the task the authors set for themselves -- they make assertions unsupported by facts. If they have sufficient data in their field notes to document the statements they make about large urban school districts producing staff development configurations because of log-rolling, bargaining and standard operating procedures (this is crudely stated but the point should be clear) I would encourage them to do a follow-up study. That would

prove worthwhile, I believe, although I am unfamiliar with the recent literature of staff development.

Moore and Hyde have produced a thoughtful, useful analysis of staff development costs in three urban school systems. They have provided local policy makers and analysts with conceptual tools to plan and assess inservice programs, provided, of course, that school leaders are interested in doing so -- a problem that the authors rightfully identify as crucial. Except for the one reservation noted above I believe that this is a most useful study.

REVIEWER: Phillip C. Schlechty, Professor and Associate Dean for Field Services, The School of Education, University of North Carolina, Chapel Hill

This report, which is intended to present an analysis of staff development programs and an analysis of the costs of staff development programs in three urban school districts is, in the main, an excellent piece of scholarship. The data upon which the analysis is based are primarily financial data derived from estimates of the amount of time and resource school systems expend on various types of staff development activity. It is apparent, however, that behind this report there is a wide range of additional data as well, e.g., data regarding the politics of schools and the way decisions are made regarding staff development. These data, however, are less well presented than are the data regarding finances. This is unfortunate, for some of the most provocative insights provided by the authors have to do with issues of power, authority and control in staff development. Finances and time estimates help one to understand how power, authority and control are distributed. Such data even give some indications regarding motives and goals. Yet, financial data are not adequate to support the kinds of interpretations and conclusions the authors present. The authors seem aware of this, for when they seek to explain the significance of their study for policy they turn to another study they conducted entitled The Politics of Staff Development for supplemental support. I wish they had not divided their work so much (The Politics of Staff Development is yet to be published).

Probably the most significant contribution this study makes to the literature of staff development is the perspective it suggests. As Moore and Hyde note, thinking about staff development has been dominated by attention on individuals and a consequent tendency to overlook the organizational aspects of staff development. Their study clearly demonstrates that an organizational perspective can provide many useful insights. However, the reader who seeks advice on how to conduct workshops, or even descriptions of how workshops are conducted, will find this study disappointing. On the other hand, the reader who wants to understand something of the financial, social and political forces that shape the way staff development operates and the way it is received will find the study most useful.

I do have one major quarrel with the authors. The fact that the authors knew someone would have this quarrel with them is easily documented (see page 15) for they anticipate and try to offset the objections I am about to raise. For me, at least, their justifications do not suffice. Put as directly as possible, the Moore and Hyde study proceeds on the basis of a fundamental conceptual error, and that error is embedded in the researchers definition of staff development. Their definition is as follows:

> any school district activity that is intended partly or primarily to prepare paid staff members for improved performance in present or possible future roles in the school district.

In itself, the definition is not all that bad (one might add maintain as well as improve and drop possible future roles as a part of the definition), but the way the word intended becomes operationalized in the study creates major difficulties. In effect, the authors use the term intended as a synonym for opportunity or potential. For example, they routinely include salary increments for continuing education credit as a staff development cost. If such salary increments are intended to encourage p rticipation in improvement oriented activity, they may be costs of staff development. The question is, whose intentions are to to be taken into account? Clearly, if it is the intentions of teachers, Moore and Hyde's data suggests that many teachers pursue credit strictly because they see it as a means of getting a "fringe benefit." Whether school boards intend salary increments to be a means of improvement is equally questionable. It is just as likely that some school boards use continuing education credit as a means of rewarding the compliant as it is that they use it to improve the relatively incompetent (and improvement implies relative incompetence). The intent, therefore, may be discipline and control, not improvement. The fact is that neither Moore and Hyde nor anyone else can know what people intend unless intentions are inquired into and even then one cannot be sure. Motives are slippery and difficult to get a hold on.

The reader may think this is simply a semantic quarrel. However, Moore and Hyde's definition has critical policy implications. First, given their definition they discover that when the staff development costs were totaled "they were 50 to 60 times larger than the costs estimates that most school district personnel gave us." (p.108)

Any school board members who read and believed this statement could certainly feel justified in cutting the staff development budget in his/her school if for no other reason than the professionals have so much resource available they cannot keep track of it now -- or so it could be argued. Given the view that Moore and Hyde have regarding the financial future of staff development (see Section 8), staff development is already in serious financial trouble. The kind of analysis Moore and Hyde present will not help.

Second, and perhaps more important, however, is the fact that if Moore and Hyde had approached their analysis more from a discrepancy framework (e.g., staff development opportunities vs. staff development intentions) they might have helped practitioners understand that, even with financial retrenchment, there are many untapped resources in schools that could be used for staff development purposes. What is required is that these resources are recognized and schools become organized to take advantage of them.

In spite of these criticisms, the report presented by Moore and Hyde is impressive. It moves the level of scholarship bearing on staff development to a plane where one can quarrel over substance rather than ideology, over ideas rather than feelings and over facts rather than personal preference. This is a major contribution to a field that has had too much polemic and too little serious study.

REVIEWER: Carol Richman, Trustee of the Citizens Education Center Northwest, Seattle, Washington and member of the Citizens Budget Advisory Committee, Seattle Public Schools

In reading this report, I attempted to review it against seven criteria:

1. Is the topic relevant?
2. Does the report say something new?
3. Is the research useful?
4. Is the material presented well?
5. Is the research defensible?
6. Are the findings applicable to other school districts?
7. Are there follow-up steps?

1. Is the topic relevant? If describing public schools generally, and urban schools specifically, as in a state of crisis is too extreme, there can be no doubt that there is much criticism and legitimate concern. One of the more destructive effects of declining enrollment coupled with contracting resources has been the loss of infusion of new staff, not just to introduce new ideas but also to meet otherwise unmet needs. The performance of staff is always crucial to the educational process, but becomes increasingly vital when we must rely on existing resources to meet changing needs. While staff becomes more static, student needs are increasingly varied. Therefore, the issue of how to improve performance, or make better use of existing resources, is of major importance. Staff development, which obviously has not been dealt with very systematically or purposefully in the past, may be one of the most productive activities for doing so.

2. Does the report say something new? The data developed on both the unstructured nature of staff development and the cost is a major contribution, given the lack of methodical analysis of the past. People who have been concerned about staff development would surely have noted the fragmentation and disorder in their districts, but a systematic study to make the point may be invaluable. Also, pinpointing costs should prompt school boards and administrators to have a clearer perspective on one aspect of their operation, and help citizens to see where the money goes that is not in the classroom.

3. Is the research useful? Pointing out the haphazard and uncoordinated nature of inservice should be a stimulus to reform. The report should encourage

concerned decision makers to improve the planning and management of inservice. Perhaps even more valuable, however, are the tools provided for administration or community people to analyze their own inservice activities. The definitions and categorization of kinds of inservice provide, for those interested in analyzing and improving what they have, a good starting-off point. The copies of the questionnaires and other survey forms are a further aid.

Finally, of inestimable value, particularly for citizens, but also for conscientious budget staff, is the cost accounting system for breaking down indirect as well as direct costs. Having some way of identifying where and how resources are being used -- given the usual complexity of school district budgets -- is a necessary first step in being able to manage resources effectively.

4. Is the material presented well? The clear and simple writing style is a pleasure to read in contrast to the jargon-laden or unnecessarily complex materials so frequently produced by social researchers. It is easy to follow, even though the task of following thorough research in its detail is an onerous one. The tables are readily comprehensible. The report is objective in that it lets the conclusions flow from the documented results of the investigation.

5. Is the research defensible? Certainly the report attempts to deal with some intangibles, so there may be gray areas, such as on what is inservice and what amounts of time can be charged to inservice. However, any challenges to absolute accuracy would be irrelevant because of the overwhelming evidence to the fact that large blocks of time and dollars are spent and that there are not internal coordinating or monitoring systems.

Since the field of education is so full of intangibles, in order for us to be able to move towards desired changes, quantification must be undertaken. The methodology in the report has been well designed and executed.

6. Are the findings applicable to other school districts? A comparable internal study would be beneficial to any school district that has not performed its own analysis. This would be particularly important in urban districts or other districts experiencing changing demands, changing

populations, declining enrollment, and contracting funds. Analysis of the Seattle school district would corroborate the findings of the report: that in inservice there is little coordination and overall planning and no knowledge of overall costs.

The method of cost accounting used is essential to get control of resource disposition and is usable in other areas of district activity besides inservice. For example, several areas of instructional support -- such as curriculum, or student services -- could be analyzed in the same way.

This may be an aside, but one of the negative fallouts of declining enrollment is the disastrous affect of incremental contraction of administrative and support activities. When a district is growing, expansion is in fairly clear response to need. When it contracts, it is much more likely to be affected by internal politics and status quo-oriented instincts and forces. In short, contraction is likely to follow a disorderly and irrational pattern, with the objective outsider unable to understand why there is so much of one thing and so little of another. The organizational and support structure could be completely out of kilter with the needs of the district. A method of breaking down functions into cost and time, to be measured against needs, may be not only applicable, but may also be an important vehicle to reform and revitalization.

7. Are there follow-up steps? The report should be summarized for wide distribution, to call the attention of both educators and the public to the high cost and absence of system in representative school districts.

The total research should be used as a take-off point for further investigation into the effectiveness of inservice training in its various forms.

Comments: As indicated above, there is much more analysis and discussion of inservice needed. There is a need to develop outcome measures to relate the cost and time to results. Although there was some mention of teaching methods, much more is required. The way in which most inservice is presented invites a challenge on professional grounds in that the principles of good teaching which have been accepted are rarely applied -- in group-paced lecture situations, without criterion reference or other tests, such as increased effectiveness in the classroom in return for

stipends or salary increases. An interesting question arising from the potential for a more rational and directed inservice policy would be the savings and other benefits that would be derived by differentiating among teachers -- identifying those who need a particular form of inservice and those who don't. And what sort of a reward system would be devised if in-service were more directly focused on teacher need (individualization) than provided indiscriminately?

Summary: The report on inservice is well done and extremely useful as it is. It is particularly relevant in this period of contracting resources and widespread doubt of the public schools' effectiveness. The following points can be emphasized:

1. It is important to focus attention on inservice training as a variable or change agent in public school systems.
2. The observations regarding lack of system and non-directedness call for management review.
3. The calculation of the costs of inservice should inspire more serious attention to how those resources are being used.
4. The cost accounting system developed in the study could be adapted for use in other districts and in other educational activities.
5. Follow-up should be:
   a. To summarize the findings for wider dissemination.
   b. To develop a spin-off handbook on cost accounting.
   c. To pursue the important questions following from a descriptive analysis to outcome measures.

REVIEWER: Dr. Steven A. Wlodarczyk, President of the Board of Trustees, National Staff Development Council, and Coordinator of Staff Development, School District U-46, Elgin, Illinois

Sections 1 and 2. In the first two sections of the handbook, the authors introduce the rationale behind their investigation and present a summary of several reviews of research on staff development. They state that the handbook is to be used for "staff members." The admission of the authors that they were "unable to assess the quality of specific staff development experiences" is an honest statement that sets the tone for the remainder of the document. Their assumption is that identifying patterns of expenditures is a "telling" way to understand the real priorities of an organization. Consequently their aim is to help provide an understanding of the overall configuration and context of staff development that will allow focused evaluations of specific staff development efforts to be conducted more fruitfully. The handbook:

1. offers a pragmatic definition of staff development;
2. conducts a descriptive study of staff development expenditures in three urban school districts;
3. presents the study as an initial step toward understanding the overall configuration and context of staff development to stimulate further research;
4. attempts to identify patterns of expenditures in the area of staff development.

The authors discovered very quickly that they needed to adapt their projective techniques to each of the complex organizational patterns of each of the three urban school districts. They acknowledge that a variety of staff development activities take place within school organizations which are not exclusive to classroom teachers. The classroom teacher is the largest common unit within school districts across the United States, no matter what the central office administrative structure. Although this was not stated in the handbook, I suspect this was why teacher staff development programs were analyzed.

Sections 3 and 4 of the handbook describe the three school districts involved in the study with detailed information relative to each of the districts.

Section 4 concentrates on the organizational structures and the contribution of the central office staffs of each of the three districts to staff development.

Section 5. In the beginning of Section 5, four categories of teacher time in staff development are distinguished in order to "fix" the cost of teacher participation. Section 5 reveals that elementary teachers in the three urban districts seem to spend more time in staff development activities compared to secondary teachers. Section 5 also illustrates that those districts in which teachers are involved in federally funded programs tend to spend a higher percentage of their time in staff development activities compared to those who are not involved in programs of that type. Out of the total number of hours that the teachers spent in the area of staff development, over 90% of these hours were while they were being paid by the school district in which they were employed. Less than 10% of the staff development activities were engaged in on non-salaried time.

In Section 6, the incentives used by the three districts to encourage teachers to participate in staff development are reviewed. The data focuses on monetary and excludes other creative incentives. From the evidence presented in Section 6 it is implied that once staff become accustomed to receiving stipends as an incentive to participate in staff development activities, their expectation to receive stipends before participating in other staff development activities is at a higher level, than those who have not received stipends.

Section 7 of the handbook sets forth the patterns of expenditure for staff development in each of the three urban districts. It makes some comparisons across the districts as to where each of the districts spend their staff development monies.

Section 8 summarizes the study. In a review of this nature, Section 8 could serve as a document in and of itself. Based on the data

presented previously, this portion of the handbook brings together some of the questions raised, as well as some of the questions that the authors inject as a result of their experiences in the three districts. This is the most tantalizing portion of the handbook. This section raises pertinent research questions.

Section 8 begins by reviewing the purpose of the handbook. The readers are reminded of the importance of an accurate definition of staff development before any attempt to analyze staff development. One question is regarding the staff development experiences for teachers. They say, "One must logically ask why the substantial resources presently devoted to staff development are not being translated into adequate experiences for teachers." The literature on staff development indicates that teachers tend to view staff development activities which relate directly to their classroom as more important than information about a variety of topics. Perhaps one reason that staff development activities for teachers are not being translated into adequate experiences for teachers, as the authors imply, is that the experiences do not meet this criteria. Practitioners know the best received and "adequate experiences" for teachers are ones which they plan for themselves.

In Section 8, staff development is portrayed as being viewed by the three districts as a rather insignificant component of their total educational program. The authors suggest several reasons to account for the limited support for staff development activities. The handbook implies that staff development is not immune from extinction within a school district. It is as vulnerable as any other type of externally federally funded program. By the authors' own admissions, they caution that their implications may seem overly pessimistic. Indeed they do. An astute user of the handbook should recognize the importance of imaginative and creative responses to their conclusions.

At the onset, the authors contended that the purpose of the handbook was to study and analyze the costs of three districts' staff development expenditures. To this end, they have done an admirable job. The pervasiveness of staff development in every aspect of a teachers'

school year may surprise many. The strength of the document lies in the identification of real school districts and their development of a dialogue about staff development. The handbook does not attempt to determine a cost efficiency ratio for the staff development activities that were examined and uncovered.

While reflecting on the possible "next steps" for using the document, it would be premature to indicate how it would be used best. The important focus should be on its use and its easy translation. How it's used best is, as always, a function of the purpose of the user.

The handbook is a practical model for school personnel to use for the examination of their staff development expenditures. The authors propose that urban school districts could benefit from the handbook. However, it is in this reviewer's opinion that the expandable and flexible format of the handbook suggests that school districts whose student populations are as low as 20,000 students, intermediate agencies who serve several school districts, and state departments of education may also find the handbook useful. The handbook did not attempt to analyze the relationship of noncertificated personnel staff development costs with the cost of teacher activities. This is one area which, in a total study of staff development expenditures, needs to be remembered by practitioners.

RESPONSE TO REVIEWERS COMMENTS: Donald R. Moore and Arthur A. Hyde
Designs for Change

We are extremely pleased that reviewers with varied roles in education (superintendent of schools, teacher trainer, active parent, and director of staff development) have found our analysis of staff development programs and their costs both accurate and useful.

Our aim in this project was to provide a more realistic basis both for subsequent research concerning staff development and for efforts to improve staff development practice. Both research and reform will benefit from understanding staff development in the context of the organizational, political, and economic realities that we have mapped out in this research.

For researchers, the study suggests numerous intriguing questions. For example, we have documented the fragmented nature of most staff development activity, but we have also noted some instances in which staff development activities were being carried out in a coherent fashion that appeared to be changing teaching practices for the better. Subsequent research, for instance, should analyze the conditions under which such coherent staff development occurs.

For those working to improve staff development, we also believe that the study provides a realistic starting point, an accurate map of the territory that will allow reformers to take more effective action. A school board member or parent leader who wants to see reading scores go up should ask educators to sort out all of the ways that teachers are being "helped" to become better reading teachers, to identify the strengths and weaknesses of the fragmented assortment of staff development activities that will likely be uncovered, and to bring some coherence to these efforts. School principals who want to become educational leaders in their schools should take stock of the varied staff development activities that enhance or constrain the possibility that teachers can improve their performance. School superintendents who wish to make budget cuts in such a way that useful staff development activities will be retained should similarly

begin with an accurate understanding of the varied and frequently hidden staff development activities now being carried out.

We are gratified by Dr. Cuban's comment that "the writers have presented school planners and superintendents, if they are so inclined, a marvelous tool to assess their staff development programs and make changes." As noted earlier, we have prepared a handbook that describes exactly how concerned administrators, teacher organizations, or parent organizations can carry out such an analysis.[1]

Finally, we wish to respond to two issues raised by reviewers. First, two reviewers felt that, on some points, our interpretation of results (as opposed to the results themselves) was not justified sufficiently. Since results and the analysis of results are clearly separated in the text, readers can decide for themselves whether this criticism is appropriate. Readers interested in related research about the process of school reform that presents additional analysis bearing on our interpretation of results and on the explanatory models we have found useful in interpreting results can obtain relevant research reports from Designs for Change.[2]

Second, Dr. Schlecty questions the usefulness of our basic definition of staff development, which counts as a staff development activity "any school district activity that is intended partly or primarily to prepare paid staff members for improved performance in present or possible future roles in the school district" (emphasis added). He argues that it is difficult to inquire into the personal intent of individuals who establish or carry out various school district activities alleged to contribute to improved staff performance. We agree that it is extremely difficult to determine personal intent; however personal intent was not the focus of the research. In identifying staff development activities, we were concerned with determining formal intentions, as embodied in school board resolutions, administrative plans, budgets, job descriptions, etc. These statements of organizational, as opposed to personal, intent, are key links in the effort to translate school district resources into appropriate programs and services that benefit children. In a period of scarcity and of declining

confidence in the ability of the schools to improve themselves, the effort to weigh the formal intent of school district activities against the realities of day-to-day practice seems both appropriate and essential. Weighing the stated intentions of various staff development activities against the realities of their day-to-day implementation is at the heart of the analytical method that we have used and that we recommend to others.

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1. Donald R. Moore, Arthur A. Hyde et al., Rethinking Staff Development: A Handbook for Analyzing Your Program and Its Costs (New York: The Ford Foundation, forthcoming).

2. Donald R. Moore and Arthur A. Hyde, "Politics of Staff Development," study report prepared for The Ford Foundation by Designs for Change, Chicago, 1979; Donald R. Moore et al., Child Advocacy and the Schools (Chicago: Designs for Change, forthcoming); and Designs for Change, "Classification-Related Practices of Two School Districts," a research project funded by The Ford Foundation, 1980.

For further information on these studies and other work of Designs for Change, please write Designs for Change, 220 South State Street, Suite 1616, Chicago, Illinois 60604